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Citizen Participation in Planning for Coastal Zone Management

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This study of citizen participation in Oregon's coastal zone planning covers events between 1971 and March 1975. Coastal zone planning was initiated in 1971 by legislation establishing the Oregon Coastal Conservation and Development Commission (OCC&DC). The work of the commission is discussed in the study. In February 1976 the commission published revised policies (termed goals) for public review. The goals were widely distributed to the public, government agencies, industry and libraries. In March the staff of the commission held 20 public hearing on the coast and elsewhere in the state. An estimated 1,400 persons attended, and 295 gave testimony. After further revisions a new draft of the goals was published in June 1976. A response sheet was distributed with the draft to provide an easy method for citizens to comment on the proposed standards. The study presented in this report is designed to analyze and evaluate the citizen involvement program. (Author extracted)

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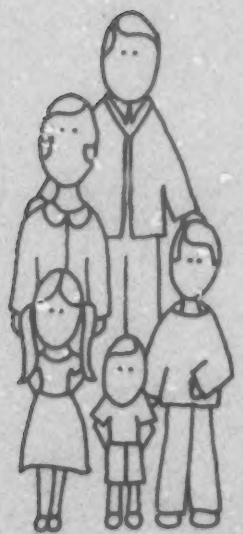

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related publications

THE FUTURE MANAGEMENT OF THE OREGON COAST, PROCEEDINGS OF A SYMPOSIUM HELD AT THE LAW CENTER, UNIVERSITY OF OREGON, OCTOBER 27, 1972. 1974. 167 pp. ORESU-W-74-001.
Explores issues facing the Oregon Coastal Conservation and Development Commission. Sessions covered topics relating to coastal zone management, environmental concerns, government and coastal economy interests.

TILLAMOOK BAY TASK FORCE REPORT. OSU Extension Service. 1976. 26 pp. SR-462.
Summarizes results of Task Force work and gives recommendations for Tillamook Bay improvement. Includes background information on the area of study, the Tillamook Bay estuary and the adjacent uplands. A glossary is included.

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introduction

This study of citizen participation in Oregon's coastal zone planning covers events between 1971 and March 1975. Coastal zone planning was initiated in 1971 by legislation establishing the Oregon Coastal Conservation and Development Commission (OCC&DC). The work of the commission is discussed in the study.

In accordance with the provisions of the 1971 legislation the OCC&DC concluded its work early in 1975 and went out of existence. In the meantime, the Oregon Legislature created the Land Conservation and Development Commission (LCDC) with statewide planning responsibilities, including the authority to establish binding state standards. OCC&DC planning recommendations were given to the legislature and LCDC for further action.

The legislature took no action. LCDC scheduled hearings in four coastal cities at which the policies recommended by OCC&DC were evaluated by citizens, officials and interest group representatives. LCDC then established technical advisory committees to study OCC&DC's policies and to make recommendations regarding them.

In February 1976 the commission published revised policies (termed goals) for public review. The goals were widely distributed to the public, government agencies, industry and libraries. In March the staff of the commission held 20 public hearings on the coast and elsewhere in the state. An estimated 1,400 persons attended, and 295 gave testimony. After further revisions a new draft of the goals was published in June 1976. A response sheet was distributed with the draft to provide an easy method for citizens to comment on the proposed standards.

During September and October 1976, LCDC staff conducted more than 100 meetings in coastal communities. At these meetings citizens could discuss the proposed goals and ask questions. Finally, in November and December LCDC conducted 12 additional public hearings.

The study presented in this report is designed to analyze and evaluate the citizen involvement program undertaken by OCC&DC.

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Subsequent citizen participation in the planning activities of LCDC is outside the scope of the study, so it is not analyzed or evaluated here.

D. Jay Doubleday
Member
Citizen Involvement Advisory Committee

To receive copies of the three questionnaires cited in the text, write to:

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Oregon's Coastal Planning Commission seeks citizen participation

Although citizen participation in public administration has been widely advocated and numerous participation programs have been implemented, the effectiveness of such programs is often a matter of controversy. Analysts disagree about the criteria by which citizen participation should be judged, as well as about the methods that achieve the quantity and quality of participation desired. The fundamental justification for citizen participation is also in dispute. The present study is an empirical investigation of citizen participation in planning for coastal zone management carried out by the Oregon Coastal Conservation and Development Commission (OCC&DC) from 1973 to 1975. It aims to provide findings and recommendations that will offer guidance to decision makers who desire to implement citizen participation programs. Specifically, the study objectives are:

(1) To compare demographic characteristics, attitudes and perceptions of citizens who participated in the planning process with a representative sample of citizens who did not participate.

(2) To describe how the OCC&DC commissioners and staff secured citizen participation and to analyze the effects of these methods upon the quality and representativeness of participation.

The present chapter reviews the legal base and planning process of the OCC&DC and describes the workshop program developed to secure citizen participation in the formulation of a plan for the coast.

CREATION OF OCC&DC

OCC&DC was established by the state legislature in 1971 for the purpose of preparing a management plan for the Oregon coastal zone.[1] The act found that: (1) there was a need to protect the coastal zone "through the development and maintenance of a balance between conservation and developmental interests with respect to" the natural resources of the state; (2) there were conflicts among various interests in the coastal zone: industrial, commercial and residential development, recreation, power resources, transpor-

tation and other navigation, waste disposal and fish and other marine resources; and (3) a commission was needed to prepare a "comprehensive plan for the conservation and development of the natural resources of the coastal zone that will provide the necessary balance between conflicting public and private interests in the coastal zone."[2]

The act created a 30 member commission with the duty of submitting by Jan. 17, 1975, a "proposed comprehensive plan for the preservation and development of natural resources of the coastal zone."[3] The plan was to "reflect a balancing of the conservation of the coastal zone and the orderly development of the natural resources of the coastal zone."[4] The act required that the plan "establish a system of preferences" for selecting between conflicting uses, the preferences to be consistent with the control of pollution and prevention of irreversible damage to the ecological and environmental qualities of the coastal zone.

The act defined the coastal zone as the area lying between Washington and California, bounded on the west by the extent of the state's territorial jurisdiction and on the east by the crest of the coastal mountain range, with the exception of the Umpqua, Rogue and Columbia river basins, where the boundary was set at designated points.[5]

The zone was divided into four districts, each consisting of two counties, except District 2 consisting of Lincoln County only. From each district a total of six officials were to be named to the OCC&DC: 2 elective county commissioners, 2 elective city officials and 2 elective port district officials. OCC&DC commissioners were to be named by councils of governments except that the Lane County Board of Commissioners would select three of the members for District 3.[6] In addition to the 24 members who were local elected officials locally designated, the act provided for six members appointed by the governor from the state at large.[7] Four of these members were associated with the four districts to form a distinct "coordinating committee" of seven members. Although the coordinating committees held meetings during the first two years of the commission's life, they did not play a major role in the work of the commission.

FUNDING AND PERSONNEL

For the first three years of its operation the commission was hampered by inadequate funding. During the 1971-73 biennium it spent only $130,000, and nearly another year passed before it received a major infusion of federal funds under the Coastal Zone Management Act of 1972. The $250,000 permitted the commission to begin resource inventories that would have been initiated earlier if funds had been available. Altogether the commission spent an estimated $600,000 in the 1973-75 biennium.[8]

The commission gradually acquired a staff over a period of more than two years. It did not hire its first full-time staff member, the executive director, until June 1972, about one year after the commission was created. A chief planner and an information specialist followed in November 1972, and three full-time professional planners were added in the summer and autumn of 1973. Finally, in April 1974, an economist joined the staff together with two interns provided through the Western Interstate Commission on Higher Education.[9]

THE POLICY DEVELOPMENT PROCESS

The commission experienced difficulty in establishing directions and processes, not least of all because of its severely limited funds. In 1971 it contracted with a consulting consortium which, as a result of a disagreement among the consultants, developed two distinct programs, neither acceptable to the commission. An overall program design was developed by the commission and its staff in 1972, and a work program was outlined in the 1973 interim report to the legislature.

The work program called for the development of "policies and standards against which proposed uses of natural resources in the coastal zone can be evaluated."[10] The commission defined a policy as "a definite course or method of action selected from among alternatives to guide and determine present and future decisions adopted by some authority." Standards were "any definite rule, principle or measure established by authority."[11] The commission soon dropped the concept of "standard," directing its attention to the formulation of "policies."

The work program recognized the need for economic studies that would "identify economic potentials and conflicts," treat economic factors in relationship to "fragile areas of the coastal economy" and provide local decision makers with a detailed data base and a "methodology for evaluating balances between conservation and development."[12] The commission contracted early in 1974 with an economic study team to make the needed studies, but the report was not completed until November 1974, when the commission was under great pressure to complete its work and submit a report to the legislative session that would open in January 1975.

The tardiness in contracting for economic studies was due in part to incorrect expectations about the usefulness of a study completed by the Pacific Northwest River Basins Commission in mid-1973.[14]

The commission employed a staff economist in April 1974, after the head of the economic study team recommended the appointment of a person to serve a liaison function with the team and to help the staff and commission assess economic consequences of proposed policies and interpret inventories for economic content. Despite these efforts it was not possible with the staff and time available to analyze economic issues in the depth the commission desired. One commissioner resigned because he believed policies would be fundamentally faulted by lack of adequate economic analysis. Ultimately, the commission was to recommend to the legislature that none of its policies be implemented until the economic consequences had been evaluated by the state government in cooperation with local government.[15]

A salient feature of the commission's work program as announced in 1973 was the "public involvement program." The commission planned to encourage a "wide variety of public and private interests to participate in reviewing, responding and selecting alternative management policies and standards for coastal resources." It intended "to carry out its tasks by planning *with* people, rather than planning for people," because "commitment, and hence implementation of a planning program, will only occur if those affected by the plan have been involved in its development." The commission would bring together "individuals and groups of varying interests, both public and private, coastal and inland" to develop and recommend alternative management policies and standards to OCC&DC. The participants would include local elected officials, commissions and staff; environmental, commercial and industrial interests; "various 'publics' (groups, organizations, etc., as well as general citizenry);" councils of government; state natural resource agencies; federal natural resource agencies; other local, state and federal agencies having a responsibility in the coastal zone; and OCC&DC's staff, coordinating committee and advisory committees. These individuals and groups would review proposals and revisions would be made. The process would be repeated until a consensus was reached on policies and standards. Information programs would be developed to aid these processes--slide programs, newsletters, video tapes and news releases.[16]

Two major elements in the OCC&DC policy development process emerged from this commitment to a public involvement program: (1) public workshops; and (2) resource specialist teams. The public workshops, held in each coastal county, brought together local citizens to discuss concerns and issues related to the natural resources of the coast. The workshops were an early major effort by the commission and ideas emerging from them were to play a role in the remainder of the commission's activities. The importance of that role is assessed differently by informed observers, as will be detailed subsequently. Before describing the workshops, it will be convenient to complete this summary on the OCC&DC planning process.

After the workshops had been completed, the OCC&DC staff compiled a 43-page "Synopsis of Public Workshops and Main Concerns of Valley Workshops" that included hundreds of ideas about resource management in the coastal zone. The staff attempted to preserve faithfully the concerns and recommendations expressed at workshops while organizing them in the resource categories established as OCC&DC's framework: Estuaries and wetlands, shorelands, uplands, continental shelf, historical and archeological resources and so forth. The original 18 categories were combined and restructured in an evolving process from which 12 categories finally emerged after two rounds of commission review of proposed policies.

The commission appointed resource specialist teams to advise on appropriate policies for each resource category it used. For the resource specialist teams the OCC&DC chose persons to represent diverse interests and to provide expertise. Members were named from local, state and federal government agencies, universities, business and industry and other organizations. Nine resource specialist teams were established; some individuals served on two or more teams and most teams included an OCC&DC commissioner. Teams ranged in size from six members responsible for historical and archeological resources to 19 members concerned with the continental shelf.[17]

Table 1.1 shows the organizational affiliations of the 86 individuals serving on specialist teams. Twenty-one of the resource specialists served on two or more of the teams.

Each resource specialist team met in several daylong sessions to develop policy statements for the resource category placed in its charge.

Affiliations of OCC&DC Specialist Team Members

Federal Agencies	21
State Agencies	19
Universities	16
Business Firms	9
OCC&DC Commissioners	6
Local Government	6
Business Associations	3
Miscellaneous	6
	86

Source: Progress Report, January 1975, Appendix Q.

Table 1.1

With the aid of the workshop results, referred to as "public input," and the recommendations of the resource specialist teams the commission was ready to begin the effort to adopt policies. It planned to develop a first draft of proposed policies. This draft contained preliminary policies, later known as Phase I policies. The Phase I policies were disseminated to government agencies, citizens and private organizations for comment and criticism to be considered in developing Phase II policies.

In the early stages of Phase I review, the commission formed smaller groups for discussion; each group included commission members, resource specialists and members of the Environmental, Conservation and Economic Concerns Advisory Committee (ECECAC). The commission soon abandoned this procedure and the full membership reviewed drafts as a single group. The commission encouraged resource team members and resource agency staff to present suggestions from the audience and, at times, commissioners directed questions to these experts. The advisory committee made specific recommendations on some drafts, but generally played a limited role. Interest group organizations as such played almost no part in the Phase I reviews. Few unaffiliated citizens attended; almost none commented during commission meetings.

Some of the more controversial issues were left unresolved pending further information.

After Phase I policies had been reviewed and modified by the commission, they were mailed to all who had taken part in the workshops, to resource agencies, to local governments and to anyone who had expressed an interest in OCC&DC activities; a total of about 1,800 recipients.[18] More than 100 pages of material was transmitted during the first six months of 1974. Few citizens responded to the invitation of the OCC&DC chairman to comment. By contrast, government agencies replied, in a number of cases suggesting changes.

Phase II policies began to be considered by the OCC&DC in October 1975 and were completed March 22, 1975. Preparing for Phase II, commission staff re-examined the policies adopted in Phase I in the light of existing legislation and inventories of natural resources that were becoming available. The inventories were designed to determine the characteristics, extent and value of the 18 categories of natural resources with which the commission was concerned. Although some inventories were underway when the commission made its interim report in 1973, and the first inventory to be completed (on coastal wetlands) became available that year, limited funding prevented timely initiation of the inventories. In March 1974 Oregon received $250,000 in federal coastal zone management funds, which allowed remaining inventories to be undertaken. Eleven of the 12 were not completed until the last four months of 1974.[19]

In addition to evaluating policies in terms of inventory information and the comments of agencies and organizations, the staff combined policies having similar intent and deleted policies that did not conform to commission goals and objectives. As a result, the total number of policies was reduced from approximately 300 approved Phase I policies to 95, to be reviewed in Phase II.[20]

In January 1975, the commission mailed a second set of drafts to the 1,800 recipients of the Phase I policies. Each recipient received 180 pages of material, including proposed policies, "necessary" and "recommended" actions to carry out the policies, supporting information, bibliographical references and a 10-page glossary. A cover letter from the commission chairman requested "reactions" as soon as possible. The commission also published the text of policies (but not necessary and recommended actions or supporting information) in a full-page advertisement in widely-read newspapers. Readers were encouraged to write or telephone

for more information and to "comment on the policies," of the commission. Three commission-prepared TV public service announcements invited viewers to write or call for fuller information. The staff sent out a number of press releases, each featuring the commission's proposals for one of the resource categories in the hope that the public would be better informed and feedback would be received. Despite these efforts to obtain public input, there were few responses except from governmental agencies. A final opportunity for public input was provided at the commission's meetings of March 14 and 21, at which policies were finally approved.

During and after the review of Phase II policies, staff members spent considerable effort in interpreting the policies to the key natural resource agencies, with a view to obtaining their support for them. The staff hoped to ensure that lack of commitment would not result in retreat at the last minute from positions taken over a period of many months on the basis of expert views, public input, inventories and economic analysis.

In any event, the commission came under heavy pressure from two sources in the final months. The Western Environmental Trade Association (WETA) undertook systematic review of policies, proposed action and urged many changes, some of which were accepted. WETA and the forest products industry attacked the commission for unduly restricting timber operations at the meeting of March 14, 1975, and in subsequent opportunities. Some pressure came from the environmental side--the Oregon Environmental Council made a presentation urging that policies be strengthened.

On the whole, the commission did not withdraw from specific positions already taken, many of which had been compromises in the first place. It did, however, state its misgivings about the economic effects of its recommendations. In its final meeting, it recommended the legislature: (1) review and approve all of the policies and proposed activities before requiring compliance; and (2) designate a body to estimate and evaluate the "economic and other social consequences" of the policies before implementation.[21]

The Workshops

In the spring of 1973 the program committee of OCC&DC decided to undertake a public involvement program. The commission held a workshop for commission members at Salishan in June 1972. In March 1973, more than 100 persons attended a workshop to begin developing resource management policies. As a result of these experiences, a number of the commissioners felt strongly that citizen workshops would help the commission accomplish its tasks. The commission believed workshops would educate citizens about the problems of the coast and the consequences of resource decisions, and that they would elicit citizens' ideas concerning conservation and development.

The commission organized 20 workshops--16 on the coast and four in the Willamette Valley. More than 1,000 persons attended. The workshops changed as the program was implemented and experience was gained. In all cases except western Lane County (Florence), workshops were held in the evening. The early workshops (in Clatsop, Tillamook, Lincoln and Curry counties) included a series of three sessions in each county (two in Clatsop) at intervals of one to four weeks. Where time permitted, reports of one session were mailed to participants before the next.

The second group of workshops (Coos, Douglas and western Lane counties) were limited to two sessions per county (a single all-day session in Florence for western Lane), except in the Willamette Valley, where a single session was held in each of four locations (Eugene, Corvallis, Salem and Portland).

For most workshops county agents of the Cooperative Extension Service made local arrangements, including selection of a suitable place to hold the workshops, developing lists of persons to be invited and publicizing the workshops through the media. The exceptions were workshops in western Lane County, in which Lane County Community College helped with organization; Clatsop County, where two OCC&DC commissioners took responsibility for local arrangements; and Douglas County. In those counties where it participated, the Extension Service mailed the results of the workshops to the participants.

The program at a workshop began with a color slide and tape presentation on the resources of the coast and the need for planning their conservation and development, followed by discussions in small groups. At first the slide presentations showed specific local resources and resource problems, but later a general presentation for the coast as a whole was used. Small discussion groups were led by someone designated by OCC&DC staff and a reporter recorded "important" statements emerging from the discussion. Consensus in the small group was not necessary to give a statement "importance." A statement might be "important" even though only a single member of a group agreed with it. Group leaders and reporters received instructions in ad-

vance from the OCC&DC staff, usually at a dinner session prior to the first in a county's series of workshops.

Workshop Materials

The early workshops used a workbook prepared with the assistance of Battelle Pacific Northwest Laboratories. Participants were invited to write their "ideas and thoughts" regarding management policies for 18 natural resource categories:

Estuaries
Wetlands
Beaches and Dunes
Shorelands
Freshwater Lakes and Streams
Unique Scenic Features
Research Natural Areas
Fish and Wildlife
Floodplain Management
Continental Shelf
Forests and Watershed Lands
Outdoor Recreation Areas
Industrial Lands
Residential Lands
Agricultural Lands
Historical and Archeological Areas
Esthetics
Geologic Hazards

Three workbooks, to be used at three successive sessions, were employed. Each treated from five to seven of the 18 resource categories in less than 10 pages. Fig. 1.1 illustrates the format for the category "Beaches and Dunes." For each resource category the values of the resource were stated and participants were asked to respond to "representative resource management questions," but not to limit themselves to the values and questions listed. Inevitably, participant responses tended to be structured by the specific questions posed. ("What provisions should be made to assure adequate public access to lakes and streams? What constraints should be placed on filling in lakes? What policy is desirable regarding log storage in water bodies?")

A different workbook was introduced in November 1973. Value statements labeled "Importance of the Resource" were retained for each category but no questions were included. Rather, it was left to the discussion leaders to introduce questions. (Their instruction book included a few samples.) The change in format was designed to encourage participants to express their "Thoughts, Concerns and Suggestions" with greater freedom.

In the four workshops held in the Willamette Valley there were no workbooks for participants. Group discussion leaders were given the responsibility for guiding discussions.

The OCC&DC sorted the statements made by workshop participants according to subject matter, combined similar ideas, reworded them as policies and presented the entire compilation to the commission. In the following stages resource specialist teams and commissioners, with help from state and federal agencies and the public, accepted, rejected, refined and added to the "public input" that came from the workshops. Throughout all phases of the review process, statements having their origins in the workshop input, wholly or in part, were so identified.

DATA BASE FOR STUDY

Our data derive in part from observations of OCC&DC meetings and study of documents, but principally from interviews with 30 present and former commissioners, all of the commission's 8 professional staff members, 74 workshop participants and 240 citizens (hereafter designated "nonparticipants"). All interviews were completed during the months of April, May and June 1975. A professional survey organization interviewed participants and nonparticipants using a questionnaire constructed by the investigators.* Commissioners and staff were interviewed by the investigators or a research assistant for the project.

Samples of participants and nonparticipants were drawn from Coos, Lane, Lincoln and Tillamook counties in such a way that there were 80 respondents from each county, 20 participants and 60 nonparticipants. The participants were randomly selected from lists of persons who attended workshops in the four counties. A stratified random sample of adults in urban localities was used to select nonparticipant respondents. All Lane County nonparticipants were drawn from the Eugene-Springfield metropolitan area in order to include in our sample residents who would correspond to the participants who took part in the workshop held in Eugene.

Of the 80 participants, we were able to interview all but six; changes in residence, absence from the country, death and other conditions precluded interviewing in six cases.

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*The Survey Research Center of Oregon State University assisted in the development of questionnaires and coding. It contracted with the firm of Bardsley and Haslacher for the interviews.

IMPORTANCE OF THE RESOURCE

The many functions provided by beaches and dunes include:

--provide habitat for terrestrial and marine species

--provide access to and along the ocean

--provide physical protection from the sea

--offer unqiue open-space esthetic qu. ties

--support a wide variety of recreation activities

REPRESENTATIVE RESOURCE MANAGEMENT QUESTIONS

--What recreational use policies are needed in regards to:

  --public access
  --use of off-road vehicles
  --dispersion or concentration of recreational use and facilities

--What restriction should be placed on building or other developments?

--What are appropriate policies regarding sand stabilization and sand removal?

--Should tax incentives be used to encourage retention of open space as opposed to development?

--Should property owners be compensated in those areas where development is restricted by land use regulations?

--What controls should be adopted to inhibit vandalism and littering?

--Who should be responsible for maintenance of the beaches and enforcement of regulations?

--What policies or practices can be adopted to enhance important wildlife indigenous to sand areas?

Fig. 1.1 Beaches and Dunes.

We chose to interview participants and nonparticipants in the four counties indicated because: (1) the staff of the OCC&DC judged the workshops held in those locations to have been relatively successful; and (2) because the counties differ among themselves in social, economic and physical characteristics. This diversity was considered desirable as it permits a wide range of factors that might affect participation to be reflected in our results.

We interviewed OCC&DC members and former members who served during the period the workshops were held (1973-1974) and were therefore likely to have information about the workshops.* In terms of office held during the time of service, the interviewees were distributed as follows:

County commissioners	9
City officials	8
Port commissioners	7
Governor's appointees	6
	30

The 24 elected officials were or had been officeholders in coastal counties as follows:

Clatsop	3
Curry	3
Coos	2
Douglas	4
Lane	3
Lincoln	7
Tillamook	2

The governor's appointees resided, at the time of the interview, in the following counties:

Clatsop	1
Jackson	1
Lane	1
Lincoln	1
Marion	1
Multnomah	1

Table 1.2 presents demographic and economic data for coastal zone counties. Data are presented for western Douglas County, since the coastal area of the county is a small part of the total and countywide statistics would be unrepresentative. Lane County ty is a similar case, but we present countywide data because our samples of participants and nonparticipants are mainly residents of the Eugene-Springfield area, where most of the county's population is concentrated.

*We were unable to make arrangements to interview one commissioner who served during the period indicated.

Lane is by far the most populous, Tillamook is least populous except for western Douglas. From 1970 to 1973 Lane grew more rapidly than any county on the coast except western Douglas. Our study includes Tillamook with the lowest rate of growth and Lincoln, which grew more rapidly than most coastal counties. Data on age show most coastal counties have higher numbers of older people than does the state as a whole. Lincoln is at the upper end of the range, Lane at the lower end, with a younger population than the state as a whole. Coos County residents have a lower median age than any other county except Lane. Education shows little variation, except that Lane County residents have slightly more education than those of the coastal counties.

Unemployment is higher on the coast than for the state as a whole. Lane and Lincoln counties were at the low end of the range, while Tillamook County had the highest rate and Coos County was above average. In terms of income, the counties we studied included the one with the highest median family income (Lane) and the lowest (Lincoln). Coos was relatively high, Tillamook was toward the lower end of the range.

In terms of "basic" economic sectors, the counties selected have considerable variability.* In all four counties, forest products is the most important sector as measured by employment. Agriculture is second most important in Coos and Tillamook counties but ranks fifth in Lincoln County. Travel is the second most important sector for Lincoln County. Government ranks third for all three of these counties. Fourth place is held by water transportation in Coos and Tillamook. Fishing and fish processing are fourth in Lincoln County.

In Lane County, forest products is by far the leading basic economic sector. Government, agriculture and food processing are other leading sectors. Fishing and water transportation are relatively unimportant in Lane County.

THE CONCEPT OF CITIZEN PARTICIPATION

In the present study the concept of citizen participation embraces those activities

*The following paragraph is based upon OCC&DC, Economic Survey and Analysis of the Oregon Coastal Zone; prepared by Special Economic Study Team, November 1974, Chap. B-III. The report classifies as "basic sectors" agriculture and food processing, fishing and fish processing, forest products, federal and state government, travel and water transportation.

	Population	Population Change	Median Age--Males	65 Years and Older
	1970	1970-73	1970	1970
Clatsop	28,473	1.5%	33.2	14.3%
Coos	56,515	2.8	28.7	9.1
Curry	13,006	1.5	32.6	10.7
Western Douglas	6,162	8.6	NA	8.4
Lane	215,410	6.8	26.2	8.3
Lincoln	25,755	4.8	37.3	16.1
Tillamook	18,034	0.9	32.3	13.3
Oregon	2,091,000	6.4	29.7	10.8

	Median School Years Completed By Persons 25 Years Old	Unemployment Seasonably Adjusted	Median Family Income
	1970	April 1975	
Clatsop	12.1	12.1%	9,430
Coos	12.0	14.3	9,243
Curry	12.1	13.4	8,544
Western Douglas	12.1[a]	NA	8,227
Lane	12.6	12.4	9,487
Lincoln	12.1	12.0	7,909
Tillamook	12.0	17.1	8,018
Oregon	12.3	10.5	9,489

[a]City of Reedsport only

SOURCE: Oregon Coastal Conservation and Development Commission, Economic Survey and Analysis of the Oregon Coastal Zone (1975), U.S. Census Bureau, County and City Data Book, 1972.

Table 1.2 Selected Economic and Demographic Data, State of Oregon and Oregon Coast Counties.

by private individuals designed to influence the decisions of government.[22] The specific activity studied is the workshop, which was the principal means by which OCC&DC attempted to involve citizens in the planning process. Certain characteristics of our concept need to be explained and emphasized.

First, we distinguish citizens from officials. The OCC&DC was an unpaid commission, composed of elected officials and a few governor appointees who were not required to be elected officials, though one happened to be a city council member. Thus, most members of OCC&DC were officials elected to local government posts as well as appointed to the commission. We consider all of them to be *officials*, not "citizens," for purposes of this analysis.

In fact, not all persons who took part in the workshops were private citizens having no official role. A number of them were officials--appointed or elected. We have no direct evidence as to whether officials perceived themselves to be present in their official roles or as private citizens. With rare exceptions, the responses to our interview questions did not indicate officials were attending because they saw it to be an official duty. In any case, the significant fact is that the workshops attracted a number of officials, in part because of the recruitment methods used to obtain participants. Implications of this result and the reasons for it will be discussed subsequently.

Our concept of citizen does not extend to the resource specialist teams. Most members were officials of state or federal agencies or local government; all were appointed as experts, rather than as private citizens representing the public.

The OCC&DC appointed an Environment, Conservation and Economic Concerns Advisory Committee. We have not analyzed the activities of this committee because the members were appointed to represent organized groups (and two state agencies) having interests directly related to the conservation and development of coastal natural resources. Members of the committee were nominated by organized interests and appointed by the chairman of OCC&DC. They were seen as experts and organization spokesmen rather than as private citizens representing themselves and the public in general. Though not necessarily paid functionaries of the firms or organizations with which they were associated, the committee members were identified as representing certain organizations or interests in the official listing of the committee published by OCC&DC.[23] For these reasons, we consider the committee to fall within the traditional pattern of representing organized interest groups on advisory bodies.

The second point to be clarified is that we conceive participation to be directed toward influencing the decisions of government, and we question the justification for seeking the participation of citizens unless their involvement is expected to have such an influence. At the same time, we recognize there are other functions of participation. For example, Lawrence A. Scaff recently distinguished participation as "interaction" from participation as "instrumental action." As interaction, participation is oriented to reciprocity, involves communication among citizens as its typical action, aims to achieve justice and has the functions of promoting self-realization, political knowledge and political "virtues." By contrast, participation as instrumental action is oriented to competition, has the influencing of elites as its characteristic action type, seeks power and functions to protect rights, maximize interests and provide an aura of legitimacy for the action of elites.[24] Although our approach to the study emphasized participation as instrumental action aiming to influence certain decisions, our questionnaire included items which elicited some responses that imply an interaction concept of participation, as will become clear when we review participants', commissioners' and staff's evaluations of the workshops.

Criteria of Effectiveness of Citizen Participation

Consistent with our emphasis on citizen influence on governmental decision-making in the conceptualization of citizen participation, we emphasize such influence in evaluating the effectiveness of public workshops as a method of obtaining citizen participation in coastal zone planning. We also examine factors, such as knowledge, that are bases of influence. At the same time, we look to commissioners, staff and participants for evaluations that explicitly or implicitly establish other criteria of effectiveness.

Fundamental in evaluating a citizen participation program is the criterion of representativeness. Our results show this view is shared by participants and commissioners. We believe one cause of failure in citizen involvement programs is that important groups and interests are not effectively represented. Lacking spokesmen, they are likely to be ignored in policy-making processing. We reject the view that their interests can and will be accurately reflected if others are desig-

nated or self-appointed to serve as their spokesmen.

In order to examine the question of representativeness, we look first at the demographic characteristics of the workshop participants, comparing them with the sample of the public we designate as nonparticipants. We argue it is a shortcoming of the workshops that the participants do not, in fact, represent categories of people in proportion to their numbers in the general population. This application of the representativeness criterion is not accepted by all analysts and practitioners of citizen participation. Some believe the important consideration is not that categories of people participate in proportion to their numbers in the population, but rather that there be adequate *opportunity* for everyone to participate. We think it important, however, to assess not only the opportunities provided, but also the characteristics of the subset of citizens that participate. In this way, policymakers can have a quantified statement of the ways in which the participants differ from the general population and can, if they choose, take steps to involve those who are not adequately represented. Moreover, we believe organizers of citizen participation programs should evaluate recruitment techniques in terms of this standard and seek to develop methods that will achieve participation by an accurate sample of the population. The evaluation of a citizen involvement program should consider the extent to which such methods have been incorporated into the program.

We recognize fully the difficulty of securing a representative cross-section of the population in a citizen involvement program. It is precisely because of this difficulty that we think this criterion should be insisted on and those who design and implement citizen participation programs should seek an accurate sample.

NOTES TO CHAPTER I

[1]Oregon Revised Statutes 191.110-191.990.

[2]ORS 191.110.

[3]ORS 191.140.

[4]ORS 191.150.

[5]ORS 191.110.

[6]ORS 191.130.

[7]Former OCC&DC Commissioner Al Flegel stated at the commission meeting of Feb. 14, 1975, that "the only way we could get the Governor's signature on the bill was to give him six commissioners."

[8]OREGON Governor's Budget Recommendations 1975-1977, p. IV-54.

[9]Oregon Coastal Conservation and Development Commission, Progress Report, January 1975, Appendix U. Hereafter cited as Progress Report.

[10]OCC&DC Interim Report 1973, p. 12.

[11]Loc. cit.

[12]Ibid., p. 14.

[13]"Minutes," OCC&DC Executive Committee, March 29, 1974, p. 2.

[14]IBID., p. 1.

[15]OCC&DC Summary Final Report 1974, 2.23.

[16]Interim Report 1973, pp. 14-15.

[17]Progress Report, Appendix Q.

[18]Ibid., p. 3.

[19]Ibid., pp. 6-7.

[20]Loc. Cit.

[21]Summary Final Report 1975, p. 2[illegible].

[22]"Political participation refers to those activities by private citizens that are more or less directly aimed at influencing the selection of governmental personnel and/or the actions they take." Sidney Verba and Norman H. Nie, Participation in America: Political Participation and Social Equality (New York: Harper and Row, 1972), p. 2.

[23]Summary Final Report 1975, p. 37.

[24]"Two Concepts of Political Participation," Western Political Quarterly, 28 (September 1975), 454-461.

evaluation of workshops by participants, commissioners and staff

We obtained assessments from workshop participants and from OCC&DC staff and commissioners concerning the effects and values of the workshops. We also asked broader questions regarding citizen participation that embraced not only worksiops but also other modes.

Our analysis reviews first the views of the workshop participants and their numerous suggestions for workshop improvement, suggestions more detailed than those of the commissioners. The views of the latter and the staff are then analyzed. The question of representativeness as perceived by participants, commissioners and staff is the subject of the following chapter. Knowledge and influence of workshop participants and overall assessments by commissioners are reviewed in Chap. 5.

We asked two questions designed to tap general attitudes toward workshops organized by OCC&DC. The first asked participants whether they considered workshops to be a "poor or a good way of hearing the views of citizens." Ninety-one per cent said that they are a "good" way, only eight per cent that they are a "poor" way. This favorable attitude among almost all participants toward the workshop device suggests most of the participants had a satisfactory workshop experience.

The second query, directed to participants and nonparticipants who had heard of the OCC&DC workshops, asked (Q45) whether they would be likely to attend other OCC&DC workshops if held "in this area." Four-fifths of the workshop attendants thought it likely they would attend another workshop if offered, as compared with two-fifths of the nonparticipants. Despite these favorable attitudes toward workshops, numerous specific dissatisfactions were expressed by workshop participants in response to other evaluative questions. When asked whether they were satisfied or dissatisfied with the workshop attended, 49 per cent of the participants said they were satisfied, 2[illegible] per cent dissatisfied and 23 per cent mixed.

Table 2.1 shows that, in discussing their

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satisfaction and dissatisfaction with workshops, participants alluded to several dimensions--a dimension that was a source of satisfaction for some was a source of dissatisfaction for others. Respondents mentioned most frequently as a source of satisfaction the *use of discussion*; about a fourth of those who referred to this dimension were *dissatisfied* with the discussions. Those satisfied thought they had a good exchange of ideas and had usefully considered problems and solutions. Dissatisfied persons described the discussions as vague. They said there had been no real discussion, too much arguing and little interest in the subjects discussed in one session.

Representativeness of participants was the most frequently mentioned source of dissatisfaction; only two participants mentioned it as a source of satisfaction. Respondents criticized the workshops for having too many "outsiders"* too many representatives of interest groups or they thought the participants were not representative of the whole community.

Results of the workshop were the focus of almost equal numbers of favorable (12) and unfavorable (15) observations. The former included remarks on the "worthwhile" accomplishments of the workshops, the chance to help make important decisions, the fact that workshop input had been used by OCC&DC staff, the quality of follow-up materials and the opportunity afforded to participants to reach a common understanding. Other participants, however, had negative comments about a lack of accomplishment of the workshops. Some felt no answers were found, the workshops were used to sell OCC&DC, the workshop leaders did not pay attention to the participants' input or the OCC&DC commissioners already had their minds made up before the workshop.

Other aspects of the workshops--organization and advance planning, participant conduct, leader conduct and workshop results--were mentioned about as often as sources of satisfaction as they were as reasons for dissatisfaction. With respect to *organization and planning*, critics believed the purpose of the meetings was not clear, problem areas were not well enough defined or the format was poor. Others praised the organization and management of the workshop. A number mentioned favorably the use of small discussion groups.

Comments on *participant conduct* objected to domination by those who shared a viewpoint or by one or two people, to intimidation by an interest group (off-road vehicle clubs),

"How or in what way or ways were you (satisfied) (dissatisfied) with the workshop?"	Number of workshop participants who mentioned			
Workshop Dimension	As Source of Satisfaction		As Source of Dissatisfaction	
Organization and planning	12	16%	12	16%
Participant conduct	7	10	7	10
Leader conduct	3	4	6	8
Use of discussion	28	38	8	11
Results of workshop	12	16	15	20
Representativeness of participants	2	3	17	23
Others	5	7	9	12

Table 2.1 Workshop Satisfaction/Dissatisfaction Evaluation

*The participant rosters reveal that the Tillamook workshop was the one which had the largest number of persons not living in the county. Of 73 persons participating in the workshop, nine (12 per cent) listed addresses in Portland, Eugene-Springfield or Corvallis.

"In what other ways, if any do you think the workshop could be improved?" Area of Improvement	Number of Respondents who Mentioned Improvement (N=74)	
Need to involve more people or get better cross section	19	26%
Ways to stimulate interest	11	15
Improve organization	12	16
Workshop content	29	39
Workshop preparation	9	12
Hold workshops in local communities, have more of them	11	16
Better use of views expressed and expanding follow-up	7	10

Table 2.2 Workshop Improvement Suggestions

Identification of the main purpose of public involvement program of OCC&DC	Per cent of Respondents who Mentioned Purpose			
	Commissioners (N=30)		Staff (N=8)	
Find out public's attitudes and desires; presentation, plan should reflect the needs of people	20	67%	8	100%
Public education, activating the public for local planning, public involvement	7	23	2	25
Discover the acceptability of OCC&DC policies	2	7	1	13
Relate program to local areas, improve the plan	3	10	4	50
Give public a feeling of participation	3	10	-	-
Spontaneous negative comment: apathy of public, pressure group predominance, input weighted toward conservation, not a good sample of the public	10	33		

Table 2.3 Main purpose of public involvement program of OCC&DC

to lack of "common sense" and informed contributions or to specific policies espoused by other participants. An equal number thought the workshops benefited from good ideas, effective relations among participants and a sharing of meeting control rather than domination by one or two.

Leadership conduct was mentioned as often as participant conduct as a source of dissatisfaction. Participants accused discussion leaders of not seeming interested, not giving sufficient instructions and support, having minds already made up, trying to tell the participants what they should do, being under the control of the OCC&DC and giving the impression that "we locals do not know anything." These criticisms imply the leaders were at the same time too passive and too active; these judgments need not be inconsistent if applied to different workshops. Only four per cent of the participants cited leader conduct as a reason for satisfaction.

The participants made other miscellaneous comments, more favorable than unfavorable. Some of these were general in character--that the workshop had been a "good experience" or worthwhile; that it had provided good information or "food for thought;" others were more specific--that attendance was inadequate, preparation of participants insufficient or the discussion period too short for indepth treatment of issues.

To obtain further evaluative responses we asked the participants the question, "In what way or ways, if any, do you think that the workshops could be improved?" Respondents offered nearly 100 more or less specific suggestions. Twenty-six per cent of the respondents urged that more people be involved in the workshops, or that a more accurate cross section of citizens attend (Table 2.2). They made a number of proposals to obtain greater participation or a more representative group of participants--more publicity, more workshops, workshops conveniently located for local participation, equal representation of environmentalists and economic developers, more participation by nonprofessionals or those not representing interest groups, attracting participation by featuring persons known across the state for their expertise. The idea of "local" workshops was mentioned by several of the respondents as a desired improvement. For them, holding workshops at one location in a county provided insufficient opportunity for people to participate.

Participants expressed a number of ideas regarding the preparation, organization and conduct of the workshops. Some urged leaders be trained to conduct the discussions and participants be given better advance information about the scope of the material to be discussed in order to prepare themselves. A few respondents wanted greater structure in the workshop process--study guides, questions or outlines, more direction of the discussions by leaders, "better control," a conventional hearing or town hall format, "teaching" sessions rather than "gripe sessions." A number thought more time was needed to cover the questions broached or that fewer issues should be discussed.

In summary, participants suggested these improvements:

(1) More people should have the opportunity to take part in the workshops.

(2) A more accurate cross section of the population should be involved.

(3) Workshops should be held in a greater number of local communities in each county.

(4) There should be better preparation of leaders and participants.

(5) Discussions should be better organized, and in particular more time should be allowed.

(6) Views of participants should be incorporated to a greater degree into OCC&DC policies.

(7) Participants should have more feedback on the results of the workshops.

None of these suggestions was mentioned by more than a fourth of the participants, and most were articulated by less than a fifth. The broadest support was given to the idea that workshops should be more widespread and more representative. Although participants identified many possible improvements, there was no single idea that was salient for even a majority of the respondents.

Evaluation of Workshops by Commissioners and Staff

When asked to identify the "main purposes" of the public involvement program, the OCC&DC commissioners and staff identified several. As might be expected, the most frequently mentioned purpose was to find out the attitudes, desires and needs of the people concerning coastal problems (Table 2.3). About one-fourth of the commissioners and staff saw public involvement as a way of educating the public and stimulating its participation in planning. Several staff members and a few commissioners considered the participation of citizens would improve the plan, in particular by relating the overall plan to local

areas. Three commissioners saw the public involvement program as a means to discover how acceptable the OCC&DC policies would be in local areas and two said it was a way of giving the public a feeling of participation.

In evaluating the workshops, the commissioners and staff of the OCC&DC thought a main purpose of the public involvement program--getting information about citizen attitudes, desires and needs--had been well served by the workshops. Sixty-three per cent of commissioners considered the workshops had been "very important" or "quite important" "as a source of information about citizen attitudes" (Table 2.4). Seventy per cent of the commissioners gave the workshops similar ratings as a source of information about coastal problems. A majority of commissioners assigned high marks to the workshops as "a source of original ideas for policies" and as a way of getting the public interested in the work of the commission. The OCC&DC staff were more favorable in their ratings than the commissioners. A majority of staff disagreed with a majority of commissioners on the importance of workshops as a source of information about what citizens will or will not accept. Only 33 per cent of the commissioners judged them to be "very important" or "quite important" for this purpose; 75 per cent of the staff held that view.

After commissioners had answered the forgoing questions about the values of the workshops for the work of the commission, we asked "in what other ways," if any, the workshops had been useful. The most widely shared favorable comments concerned the impact of workshops in making the public aware, getting it involved, gaining acceptance of OCC&DC policies or in bringing people together and facilitating information exchange among them (Table 2.5). The next most widely held favorable response said the workshops had a desirable effect on the commission or on the development of policy (23 per cent). In addition, a few commissioners referred to the legitimizing effect of the workshops or commented positively on workshop attendance.

Although the question sought favorable responses about the workshops by asking how they were "useful," more than one-third of the answers were unfavorable. These concerned the lack of representativeness of the workshop participants, the quality of workshop input, the format of the workshops, the qualifications of participants, and attendance and/or impact of the workshops in involving the public. Volunteering unfavorable comments in response to a question that seeks favorable ones is symptomatic of the reservations of some of the commissioners about the workshops.

To obtain further indications of commissioners assessments, we asked them to identify the most successful and the least successful aspects of citizen involvement. Some but not all responses referred to the workshops, usually implicitly.* Thirty per cent of the commissioners had no opinion about the most successful aspects of citizen involvement. About one-fourth of them singled out the guidance received by the OCC&DC from citizen views as the most successful element. Most other responses referred to the valuable impact on citizens--their involvement, increased interaction, education and feelings of importance of their role in making policy. Institutional values were cited by two commissioners as the most successful feature--namely, influencing people to be aware of the OCC&DC. Finally, one commissioner saw the greatest success in the strength of environmentalist opinion elicited from citizen participants.

Twenty per cent of the commissioners believed the least successful aspect of citizen participation was its quantity; that too few people participated. Thirteen per cent, however, thought the least successful aspect was the quality of the input resulting from the workshops. Citizens did not have the knowledge to undertake a technical planning task, were too emotional or were unable to generalize from specific situations. Beyond these areas of some agreement, a wide diversity of failures was perceived: Ineffective education of citizens regarding natural resource management, inadequate follow-up, too little timber and other industry input, too little participation by local working people and commission dilution of citizens' recommendations were among the deficiencies identified. Nearly one-third of the commissioners had no opinion about the least successful feature of citizen involvement, the same proportion as lacked opinions about the most successful.

Altogether this question elicited little in the way of new information. Respondents reiterated what had been said on other items--problems of numbers, of quality, of representation. A significant number of commissioners, moreover, were unable to rank one failure or one success ahead of all the rest, suggesting that perhaps they had not thought a great deal about the matter, or alternatively, were genuinely puzzled. This result, coupled with the diversity of the viewpoints expressed--some tending to be contradictory--indicates the commissioners operated from

*Others referred to citizen attendance at commission meetings, etc..

	Very Important	Quite Important	No Opinion	Not Very Important	Not Important at all	Don't Know, No Answer
As a source of information about citizen attitudes						
Commissioners (N=30)	37%	27%	-	27%	3%	7%
Staff (N=8)	75	25	-	-	-	-
As a source of information about coastal problems						
Commissioners	30	40	3	17	7	3
Staff	50	50	-	-	-	-
As a source of information about what citizens will or will not accept						
Commissioners	13	20	-	57	3	7
Staff	25	50	-	13	13	-
As a source for original ideas for policies						
Commissioners	27	33	-	30	3	7
Staff	25	50	-	25	-	-
In interesting people in the work of OCC&DC						
Commissioners	27	43	-	17	3	10
Staff	13	75	-	-	-	13

Table 2.4 There are several ways in which citizen input workshops might be useful in your work. For each of the following can you tell me whether you felt citizen input was very important, quite important, not very important, or not important at all.

" In what other ways, if any were the workshops useful to the OCC&DC?"	Per cent of Commissioners who Mentioned (N=30)
1. Impact on public: public awareness, involvement, information exchange, public acceptance of OCC&DC policies; brought people together	40%
2. Unfavorable comment on representativeness, quality of input, format of workshops, qualifications of participants	27
3. Favorable impact on commission and/or policy development; made OCC&DC aware of public	23
4. Unfavorable comment on attendance and/or impact of workshops in involving the public	20
5. Satisfied legal requirement, legitimizing OCC&DC, "could say OCC&DC reached the great unwashed"	10
6. Favorable comment on attendance	7

Table 2.5 Workshops' usefulness to OCC&DC evaluation

quite different premises in judging the citizen involvement or had diverse experiences and opportunities to observe.

Almost all staff comments were in the context of the workshops, rather than other opportunities for participation. The most often noted success was the guidance for commissioners derived from citizen input; one staff member believed the policy process was profoundly affected. At the same time, said another, the workshops gave the staff a very good base to work from. Another believed the workshops influenced commissioners to attend commission meetings and participate actively in the OCC&DC program. Several staff comments remarked on the effect of workshops on the public perception and response to OCC&DC: They gave visibility, openness, credibility and public support to the commission's planning process. Participants took part eagerly, one staff person noted, as they believed they were influencing policy.

The least successful aspect of citizen involvement, in the view of most staff, was the failure to continue face-to-face discussion among participants during later phases of the planning process, including the failure of the workshops to stimulate dialogue on resource management at the community level. Two staff members saw the numbers attending workshops as the least successful aspect. One staff member feared that citizens felt they had no impact because it was difficult to identify their original inputs in policies as they emerged. Finally, one staff member saw as the least successful element in citizen involvement the workbook used in the early workshops, which had prevented spontaneous expression of citizen concerns.

To summarize the evaluative items we have reviewed, commissioners saw the workshops in the following way:

(1) The workshops were valuable sources of information for the commission. A clear majority of commissioners agreed on this value.

(2) Upward of half the commissioners thought the workshops had a valuable impact *on the public*. Fewer believed they had a favorable impact on the commission or on its development of natural resource policies.

(3) From 20 to 30 per cent of the com-

missioners were dissatisfied with the amount of participation in the workshops.

(4) In response to different questions, 27 to 50 per cent of the commissioners were critical of the workshops on one or another of the following points: representativeness, qualifications of citizen participation or quality of citizen information and recommendations.

Although their views were diverse, staff members generally believed public workshops had influenced the commission and obtained attention and support for the OCC&DC planning process. Most staff members agreed the greatest failure had been the omission of workshops during the final stages of planning. In general, the staff was less concerned than the commissioners about quantity and quality of participation. Key staff members believed citizens could validly identify problems and express attitudes about choices without having technical knowledge, a viewpoint some commissioners did not share. The staff members also considered participants to be as representative of their communities as could reasonably have been expected under the circumstances.

All three groups--participants, commissioners and staff--found much to criticize in the public workshops. The amount and representativeness of participation were principal concerns of participants and commissioners; staff members were more concerned that public involvement was not continued during the final stages of the commission's work. Both commissioners and workshop participants criticized the quality of participation in the workshops.

representatives of workshop participants and commissioners

In present and following chapters we will examine the question of representativeness in several ways. First, we compare participants and nonparticipants in the workshops on a number of demographic variables to determine how well the commissioners represent the general population.

In Chap. 4 we review the perceptions of workshop participants, commissioners and staff concerning the representativeness of the workshop participants. In this chapter we find that participants differ from nonparticipants in their socio-economic characteristics. We turn then to the question: Are differences in socio-economic characteristics reflected in attitudes on conservation and development so as to result in input from the workshops which differs from the views of the general public? If there are differences, is either group more favorable toward development or toward conservation? Is there any pattern in the differences that are revealed?

We compared commissioners with both participants and nonparticipants on the dimensions of education, sex, age, race and income. We found that participants and commissioners are not an accurate cross-section of the population.

Education

The number of years of education completed was strikingly greater among participants than nonparticipants (Table 3.1). One-fourth of the participants had done post-graduate work and nearly half were college graduates, but only 18 per cent of the non-participants had completed college. The commissioners were also highly educated, surpassing participants in the proportion who had gone beyond high school.

Sex

The nonparticipants were equally divided between men and women, but participants were disproportionately male (72 per cent). Males were also overrepresented among commissioners (77 per cent).

	Participants	Nonparticipants	Commissioners
Age			
Under 21	3%	2%	-
21-24	3	9	-
25-34	8	17.5	-
35-44	19	17.5	20%
45-54	24	17.5	27
55-64	32	17.5	27
65-over	11	20	23
Missing data	-	-	3
	100%	101%[a]	100%
Years of Education			
0-8	7%	9%	3%
9-11	5	12	3
12	20	38	17
Some college	20	23	30
College graduate	22	9	20
Postgraduate	26	9	27
	100%	100%	100%
Sex			
Male	72%	50%	
Female	28	50	
	100%	100%	

[a]Due to rounding components do not add to 100 per cent.

Table 3.1 Education, age and sex of participants, nonparticipants and commissioners

Age

Participants and nonparticipants differed substantially in age, while commissioners were older than either of the samples. More participants fell into the 35 to 65 age group than nonparticipants, somewhat underrepresenting those under the age of 35 and over 65.

Race

All participants were white; one nonparticipant was black. Interestingly, the commissioners included a higher percentage of minorities than the other groups--two were native Americans (seven per cent).

Income

Table 3.2 makes clear that in 1974 the participants received higher incomes before taxes than the nonparticipants. Only 16 per cent of the former had incomes below $8,000, while 33 per cent of the nonparticipants' incomes fell below that level. At the upper end of the distribution, 38 per cent of the participants had incomes above $16,000, as compared with 23 per cent of the nonparticipants. As would be expected, the demographic characteristics of the commissioners are significantly different from the average citizen. Commissioners had substantially higher incomes and more education than either the nonparticipants or the participants.

Employment and Occupation

Participants differed from nonparticipants in employment status, although the proportions of retired and unemployed differed only slightly. Homemakers, however, were twice as numerous among nonparticipants. The number working for pay was correspondingly greater among participants (Table 3.3).

Those persons who were not homemakers were distributed differently among various types of work, depending on whether they were participants or nonparticipants (Table 3.4). Professional and technical jobs; managerial, official and supervisory jobs; skilled labor and self-employed accounted for greater proportions of participants than of nonparticipants. Persons in clerical and sales positions were of about equal proportions in both groups. On the other hand, there were greater numbers of semiskilled and unskilled workers among the nonparticipants; 30 per cent as compared with eight per cent among participants.

If we examine the industries which employed respondents (or did before retirement or unemployment), we find that processing and manufacturing, fisheries and transportation were somewhat underrepresented among participants, while service occupations (government) and professions were overrepresented (Table 3.5).

	Per cent of Commissioners (N=)	Per cent of Participants (N=74)	Per cent of Nonparticipants (N=240)
0 - 3,999	3%	4%	13%
4,000 - 7,999	-	12	20
8,000 -11,999	10	15	18
12,000 -15,999	23	30	20
16,000 or more	60	38	23
Missing data	3	1	6
	99%[a]	100%	100%

[a]Due to rounding components do not add to 100 per cent.

Table 3.2 Total family income before 1974 taxes, commissioners, participants, nonparticipants

Employment status	Participants (N=74)	Nonparticipants (N=239)
Working for pay	62%	41%
Retired	18	20
Unemployed	5	8
Homemaker	15	31
	100%	100%

Table 3.3 Employment status of participants and nonparticipants

Occupation	Participants (N=62)	Nonparticipants (N=164)
Professional and technical	32%	13%
Managers, officials & supervisors	19	13
Clerical and sales	10	10
Self-employed	19	18
Skilled	10	13
Semiskilled	8	24
Unskilled	-	6
Miscellaneous	2	2
	100%	99%[a]

[a]Due to rounding components do not total 100 per cent

Table 3.4 Occupation of participants and nonparticipants working for pay, unemployed and retired

Industry	Participants (N=63)	Nonparticipants (N=164)
Agriculture, forestry, wood products	16%	17%
Processing & manufacturing, fisheries	-	6
Structural work, construction	8	10
Retail business & tourist trades	29	27
Service occupations (government)	22	13
Transportation & related industries	2	9
Professions	21	15
Miscellaneous	3	2
	101%[a]	99%[a]

[a]Due to rounding components do not total 100 per cent.

Table 3.5 Industry in which participants and nonparticipants were employed

Employment and Occupation of Spouses

We asked respondents whether their spouses were working for pay and in what line of work they were or had been employed. Spouses had similar profiles for both participants and nonparticipants, with respect to employment status: retired, unemployed or employed. By contrast, spouses of participants and nonparticipants had occupation profiles that differed from each other, although in a pattern different from the profiles of the respondents themselves (Table 3.6). In particular, managers, officials and supervisors were a greater proportion of nonparticipant spouses than of participants' spouses, whereas clerical or sales persons were a larger proportion of participants' spouses; for respondents the reverse was true. These differences reflect the fact that most participants were male while slightly over half the nonparticipants were female. However, when only male respondents were examined, several important differences were found. Jobs of nonparticipants' spouses were twice as likely to be in agriculture, forestry and wood products, while jobs of participants' spouses were three times as likely to be in the professions (Table 3.7). Thus, spouses of participants are not representative--they significantly overrepresent the professions and underrepresent agriculture, forestry and wood products. And, despite some variation in types of jobs, participants' spouses were like the participants themselves in overrepresenting professional and technical and the self-employed, and in underrepresenting craftsmen and foremen, skilled, semiskilled and unskilled labor.

Homeownership and Other Property

Participants owned or were buying their homes in 93 per cent of the cases, nonparticipants in 79 per cent. Participants (38 per cent) owned property on the coast other than their homes, a significantly larger proportion than the nonparticipants (19 per cent).

In terms of employment, occupation, income and home ownership, participants were unrepresentative in important ways. Underrepresented were homemakers; semiskilled and unskilled workers; processing, manufacturing, fisheries and transportation industries; and income groups under $12,000. This general pattern was reinforced by the occupational

Occupation	Participants (N=42)	Nonparticipants (N=127)
Professional and technical	29%	11%
Managers and officials, supervisors	10	15
Clerical and sales	19	11
Self-employed	17	12
Craftsmen and foremen, skilled	5	20
Semiskilled	14	23
Unskilled	2	5
Miscellaneous	5	3
	101%[a]	100%

[a]Due to rounding components do not total 100 per cent.

Table 3.6 Occupation of spouses of participants and nonparticipants working for pay, retired or unemployed

Industry	Participants (N=41)	Nonparticipants (N=128)
Agriculture and forestry, wood products	15%	29%
Processing and manufacturing, fisheries	-	6
Structural work and construction	-	8
Retail business & tourist trades	24	27
Service occupations	20	10
Transportation & related industries	10	9
Special professions	32	10
Miscellaneous	-	2
	101%[a]	101%[a]

[a]Due to rounding components do not total 100 per cent.

Table 3.7 Industry in which spouses of participants and nonparticipants were employed

and industry affiliations of spouses of respondents. Participants' spouses underrepresented skilled, semiskilled and unskilled labor; agriculture, forestry and wood products; processing, manufacturing, fisheries and construction.

Community Activities and Organizations

Participants were more likely than nonparticipants to have participated in "community-wide service activities in this community. These might include a United Fund drive, a school canvass, a clean-up campaign or other activities." Only 54 per cent of the nonparticipants had taken part* in such activities, whereas 69 per cent of the participants had done so.

Organizational Affiliations

Ninety per cent of the participants belonged to at least one organization, whereas only 66 per cent of nonparticipants belonged to an organization. An analysis of the types of organizations to which the respondents belong (Table 3.8) shows statistically significant differences in the proportions belonging to organizations in the categories of business or civic, conservation, sports or hobby, political, professional or scientific, cultural, and national or civil rights. Participants were members in all three categories in significantly larger proportions than nonparticipants.

Several types of organizations in which participants were more likely to be members are significant in terms of the likely capability of the participant to be an effective participant in a workshop or other context. Persons who are members of conservation, business, civic, sports or hobby organizations are likely to receive information about natural resource management problems through their organizational affiliation. Professional or scientific organization affiliations relating to natural resources would have a similar potential effect. We may conclude that the level of information brought by participants to the workshop environment would exceed that of the average citizen.

In terms of the balance of interests represented in the two groups, the proportion of membership in labor unions was less among the participants than among the nonparticipants, but this difference is not statistically significant (it may be a chance effect of the drawing of our samples). There is little justification then, for assuming that the concerns of labor union members about jobs and the coastal economy would be less well-represented in the workshops than in the population generally. Moreover, we note that members of business and civic organizations were overrepresented in the workshops, as compared to our sample of the population. Potentially, this fact gave the coastal economy a number of representatives in the workshops. Reinforcing this is the fact that the percentage of participants who belong to conservation organizations is somewhat smaller than the percentage belonging to business and civic organizations. If the members of sports or hobby organizations represented a totally different group of participants, conservationists and sportsmen together would be nearly double the number of business and civic members.

Participants belong to a significantly larger number of organizations (Table 3.9). Nearly a third of the nonparticipants belong to no organization as compared with a tenth of the participants. Fifty-five per cent of the participants belong to three or more organizations; only 21 per cent of the nonparticipants do.

An analysis of memberships in organizations not sponsored by churches gives similar results.

Memberships in Organizations Not Related to Church

Participants and nonparticipants differ significantly on the number of nonchurch-related organizations to which they belong (Table 3.10). More than a third of the nonparticipants belong to no organizations and another third belong to one. Eleven per cent of the participants belong to no organizations and 16 per cent belong to one. More than half the participants belong to three or more organizations and about 16 per cent of nonparticipants belong to three or more organizations.

It is apparent that participants were more likely to belong to organizations than nonparticipants. This is an important difference because membership in voluntary organizations has been shown to be associated with higher rates of public affairs activities.* Our data are consistent with this finding, for participants are more likely to be involved in political activity than nonparticipants.

*This figure seems much higher than would be expected from previous studies of public participation.

*Verba, S. and N.H. Nie. 1972. Participation in America. Harper & Row, New York. Chap. 11.

Organization	Per cent belonging to type of organization	
	P(N=74)	NP(N=240)
Labor Union	12%	19%
Fraternal	38	29
Veterans	12	10
Business or civic*	36	12
Conservation*	31	3
Educational	15	8
Youth-serving	12	7
Cultural*	11	4
Nationality or civil rights*	11	2
Sports or hobby*	28	11
Political*	30	3
Professional or scientific*	27	6
Social or recreational	16	12
Charitable or welfare	5	5
Church-sponsored	20	18
Other	4	1

*Statistically significant difference at .05 level.

Table 3.8 Membership of participants and nonparticipants, by type of organization

	P (N=74)	NP (N=240)
None	10%	30%
1	16	31
2	19	18
3	15	8
4	19	8
5	7	2
6	7	2
7	5	1
8	1	-
9	1	-
Total	100%	100%

Table 3.9 Total organization memberships of participants and nonparticipants

Number of organizations in which membership held	Per cent belonging to indicated number of organizations	
	P (N=74)	NP (N=240)
None	11%	35%
1	16	33
2	19	17
3	20	7
4	16	5
5	5	2
6	8	2
7	3	-
8	1	-
9	-	-
	99%[a]	101%[a]

[a]Totals do not add to 100 per cent due to rounding.

Table 3.10 Membership in organizations not related to churches

Participation	Percentage saying yes: Participants (N=74)	Nonparticipants (N=240)
Appointed member of a public body	57%	8%
Member of political organization	30	3
Held office in political party, served on party committee	24	7
Supported a political candidate by wearing campaign button, bumper sticker, displaying political poster or sign	55	37
Volunteer work for political party or candidate	40	17
Contacted a public official at some time	89	43
Contacted an official about an environmental problem	75	33
Know a political officeholder personally	76	47
Voted in 1972 presidential election, 1970 and 1974 governor's race	15	13
Voted in only two of above elections	15	13
Voted in only one of above elections	5	10
Voted in none of the above elections	4	17
Attended meeting of a public body	80	41
Discuss politics with friends	93	72
Discuss politics with family	93	71
Discuss politics with neighbors	85	55
Discuss politics with co-workers	65	42

All differences significant at .01 level except voting in presidential elections, significant at .02 level.

Table 3.11 Political participation by participants and nonparticipants

It is apparent that participants were more likely to belong to organizations than nonparticipants. This is an important difference because membership in voluntary organizations has been shown to be associated with higher rates of public affairs activities.* Our data are consistent with this finding, for participants are more likely to be involved in political activity than nonparticipants.

POLITICAL PARTICIPATION

We expected workshop participants to show a higher level of activities aiming to influence governmental decisions and personnel than the sample of citizens with which we compared them. We anticipated that participating in a workshop would not be an isolated activity but would fit into a pattern of behavior directed toward influencing government. We asked participants and nonparticipants a series of questions designed to discover the extent and character of their political activities. Table 3.11 compares the two groups and makes clear that participants were more likely than nonparticipants to engage in each type of political behavior.

Do participants differ from nonparticipants in the number of types of political behavior in which they engage? Table 3.12 reveals that the two groups differ systematically. Only one per cent of the participants have engaged in none of the eight kinds of political participation: Member of a public body, office holding in party organization or committee, supporting a political candidate in a symbolic way, volunteer work for a party or campaign, contacting public officials, contacting officials regarding an environmental problem, knowing a political officeholder personally or attending the meeting of a public body.

By contrast, over a fifth of the nonparticipants have been involved with none of these; nearly 64 per cent have participated in only two of them. Seventy-nine per cent of the participants have engaged in more than two, 60 per cent have been involved in five or more. Only about one in 10 nonparticipants have performed in five or more.

The differences between participants and nonparticipants in terms of political activity are striking. They suggest the orientation to politics and government of the workshop participants is not at all the same as that of the general population.

On one political variable, however, the participants and nonparticipants were very similar: Party identification. Each one was asked, "Do you consider yourself a Republican or a Democrat?"

	Participants	Nonparticipants
Republican	31%	31%
Democrat	54	51
Independent	15	18

There was no tendency for the process of recruiting workshop participants to produce an overrepresentation of either party or of independents.

Political Efficacy

We hypothesized that persons who took part in workshops would be more likely to exhibit feelings of political efficacy than would nonparticipants. That is, the participants would be more likely to feel confident in their abilities to understand and influence the actions of government and government officials. Table 3.13 makes clear that on five out of six items aimed to tap respondents' feelings of efficacy, there was a significant difference between the participants and nonparticipants.

*Verba, S. and N.H. Nie. 1972. Participation in America. Harper and Row, New York. Chap. 11.

Number of types of political participation acts	Per cent participants (N=74)	Per cent nonparticipants (N=240)
None	1%	22%
1	4	23
2	14	19
3	11	15
4	11	10
5	19	5
6	14	1
7	11	3
8	16	2
	101%[a]	100%

[a]Due to rounding components do not total 100%

Table 3.12 Number of types of political participation acts performed by participants and nonparticipants

Statement	Per cent agreeing with statement: All Counties P	All Counties NP	Coos, Lincoln Tillamook P	Coos, Lincoln Tillamook NP
People like yourself can have an influence in local government	95%	78%	98%	76%
Public officials don't care much about what people like yourself think	23	93	22	46
There is no way other than voting that people like yourself can influence the actions of the government	11	31	7	34
Most local government officials are qualified for their jobs	60*	47*	56*	43*
Politics and government are so complicated that people like yourself can't really understand what's going on	30	57	29	58
Public officials generally pay attention to what people like yourself think	76	49	76	47

* Difference not statistically significant at .05 level

Table 3.13 Feelings of political efficacy: participants and nonparticipants

conservation, development and resource management: a comparison of the attitudes of officials, participants and non-participants

We asked each participant in our sample whether he or she felt any "interests" were "underrepresented" or "overrepresented" at the workshop. Sixty-nine per cent thought certain interests had been overrepresented. The most frequently mentioned overrepresented interest was that of environmentalists, identified by 27 per cent of the sample (Table 4.1). A single workshop (Tillamook) accounted for about half of those who said environmentalists were overrepresented. The next most frequently mentioned "overrepresented" interest was industry and business (15 per cent), followed by users of off-the-road vehicles (12 per cent and all participants at the Lane County workshop), land developers (5 per cent), government (7 per cent) and sports enthusiasts (1 per cent).

Of the 44 respondents (59 per cent) who thought some interests were underrepresented, nearly half identified "ordinary" people, "local" people, "working" people or "young" people as the underrepresented group (Table 4.2). This perception was not concentrated in one workshop, however. Remaining respondents named a variety of interests, the most frequently mentioned being industry and business, identified by 15 per cent of the sample. Three Lane County participants thought off-the-road vehicle enthusiasts were underrepresented, nine considered them overrepresented and, in some cases, said they dominated the meeting.

In summary, the principal underrepresented group, as perceived by participants, was the "ordinary" ("local or working") person. Business and industry were seen as underrepresented by about the same number as thought them overrepresented. Most respondents who mentioned business and industry attended the Coos County workshop. A third of this group thought business and industry underrepresented; two-thirds considered it overrepresented (Table 4.3). Clearly, the question of representation of business and industry at the Coos County workshop was far more salient than at other workshops; nevertheless, participants were not united in their assessment. In the other three counties, those who mentioned these interests were about equally divided.

Interests	N	Per cent[a]
Ecologists and environmentalists	20[b]	27%
Industry and big business	11	15
Government and public utilities	5	7
Land developers	4	5
Sports enthusiasts	1	1
Users of recreational vehicles	9[c]	12

[a]Per cent of total participants (74) who mentioned category. A single participant could mention more than one category.

[b]Nine of the participants mentioning this category had attended the Tillamook workshop.

[c]All attended Lane County workshop.

Table 4.1 Participants' perceptions of interests that were overrepresented at workshops (Q41a)

Interests	N	Per cent[a]
Ecologists and environmentalists	3	4%
Industry and business	11	15
The ordinary citizen, local citizens, workers, young people	21	28
Landowners on the coast	2	3
Developers and economic development concerns	3	4
Sports enthusiasts	2	3
Users of recreational vehicles	4[b]	5

[a]Per cent of all workshop participants (74) who thought category underrepresented. An individual participant could mention more than one category.

[b]Three attended Lane County workshop.

Table 4.2 Participants' perceptions of interests that were underrepresented at workshops (Q42a)

	Number Who Mentioned Business and Industry							
	Lincoln Co.		Coos Co.		Tillamook Co.		Lane Co.	
	N	%	N	%	N	%	N	%
Business and Industry Overrepresented	1	7	9	47	2	10	-	-
Business and Industry Underrepresented	1	7	4	22	2	10	2	10

Table 4.3 Participants' perceptions of whether industry and business overrepresented or underrepresented at workshops, by county

Questions of representation of environmentalists were most salient at the Tillamook workshop. Eleven of 20 respondents mentioned the environmentalists; nine persons considered them to be overrepresented (Table 4.4). From 20 to 25 per cent of the respondents in Lane and Coos workshops also thought environmentalists overrepresented. This was not as much a single-workshop phenomenon as was the ORV issue in Lane County or the business and industry issue in Coos County.

	Number Mentioning Environmentalists							
	Lincoln Co.		Coos Co.		Tillamook Co.		Lane Co.	
	N	%	N	%	N	%	N	%
Environmentalists Overrepresented	2	13	4	22	9	45	5	25
Environmentalists Underrepresented	0	-	0	-	2	10	1	5

Table 4.4 Participants' perceptions of whether environmentalists were overrepresented or underrepresented at workshops, by county.

Perceptions of Representativeness of Participants by Commissioners and Staff

Commissioners and staff were less inclined to conclude that the workshops were unrepresentative. About half the commissioners (47 per cent) thought workshop participants were representative of other citizens, while 30 per cent thought they were not and 23 per cent did not know. The commission's staff was also divided, 50 per cent finding participants to be representative, 25 per cent finding them unrepresentative, and 25 per cent not knowing because they were unable to observe.

We asked commissioners and staff who said participants were unrepresentative: "In what way or ways did you feel that they were not representative?" Staff members pointed out that people who work for a living may not have time to participate, that it is nearly impossible to obtain a representative group, that there had been some balancing of interests and that participants associated with special interests had represented a fairly small proportion of those in attendance. In short, most staff considered that, given the difficulties of obtaining an exact representation of the general population, the participation was a "good cross-section." They were not

concerned that special interest groups had been represented, nor did they single out particular interest groups as having "excessive representation."

Commissioners' views on the ways in which participants were not representative are summarized in Table 4.5. Nearly a fourth of the commissioners agreed with those participants (28 per cent) who said the "average person" had been underrepresented. About a third of the commissioners found workshops were not representative because of the attendance of special interest groups in general, 13 per cent noted unrepresentativeness in the numbers of officials and planners and 10 per cent saw an excess of environmentalists and people co-opted by planners.

The participants were twice as likely to believe environmentalists had been overrepresented as were the commissioners. In contrast to some of the participants, the commissioners did not single out business and industry as having been either under-or overrepresented.

Only one-tenth of the commissioners singled out environmental interests as overrepresented, as compared with one-fifth of the participants.

Somewhat surprisingly, only seven per cent of the participants and 10 per cent of the commissioners thought government officials, elected and appointed, had been overrepresented. An analysis of the "sign-up" at workshops shows, however, that more than a third of the participants at the Tillamook and Lincoln workshops and a fourth of those in Coos County were government officials.

Attitudes and Perceptions Concerning Conservation and Development

The survey of citizens included a number of questions relating to conservation, environmental issues and community problems, as well as 26 Likert scale items to permit comparison of attitudes on conservation, regulation and land use planning, development, citizen involvement and coast-valley antagonism.

	Commissioners (N=30)
Attended by special interest groups	30%
The average person was not represented	23
Attended mainly by officials and planners	13
Attended by complainers	13
Attended by environmentalists, people co-opted by planners	10
Union members not represented	3
Young people not represented	3
Other	13

Table 4.5 Commissioners' perceptions of ways in which workshops were unrepresentative (Q49a)

In summary, a majority of commissioners and staff members agreed the workshops under- or overrepresented certain interests. There was also agreement by about a fourth of each group that "ordinary" citizens had been underrepresented. Beyond that, however, there was little agreement as to the interests that had been under-or overrepresented.

Perceptions of Community Problems

Respondents were asked: "In what way or ways does life in this community fall short of what you would like it to be?" The most notable result is that differences between participants and nonparticipants were generally small and not statistically

significant (Table 4.6). On the whole, the perceptions of the two groups seem remarkably similar. Secondly it is notable that economic problems were mentioned by more than a fifth of nonparticipants and about a fourth of the participants. This result does not support the idea that participants are less sensitive to economic problems than the population at large. Thirdly, these data reveal no marked tendency for the participants to focus on natural resources or the physical environment in identifying community shortcomings. Indeed, the economic problems are mentioned more frequently by participants than any other community shortcoming.

Community Shortcoming	Per Cent of Sample Mentioning Shortcoming	
	Participants (N=74)	Nonparticipants (N=240)
Recreation, entertainment, sports, parks, things for youth to do	12%	20%
City services, improved roads	16	19
Crowding, poor housing, too many tourists, need for planning	18	12
Pollution, resource development	10	10
Lack of sense of community unity	11	8
Inadequate economic base, inadequate government, unemployment, need more business opportunities	28	20
Inadequate educational and cultural facilities	19	14
Other (crime, shops, weather, medical help)	22	18

Table 4.6 Workshop participants' and nonparticipants' perceptions of ways life in community falls short

When we asked the two samples to identify the "most important" community problem among those that had been mentioned, the economy was mentioned by 19 per cent of the participants and by 14 per cent of the nonparticipants. No other problem was deemed "most important" by so many participants. Recreation, however, was the "most important" problem to 15 per cent of the nonparticipants.

Important Environment Problems

We asked participants and nonparticipants whether there were "important environmental issues or problems facing this community or not." Eighty-one per cent of the participants replied affirmatively. Among nonparticipants, however, only 49 per cent said yes, 8 per cent were not sure, 40 per cent said no and 3 per cent did not know. Thus, the participants were much more likely to perceive "important" environmental problems in their communities.[2]

We asked both participants and nonparticipants who said there were environmental problems in their community to identify the

2. Since the participants were questioned after the workshop it could be that the workshops increased awareness rather than increased awareness led to participation.

problems. As can be seen in Table 4.7, both groups gave a diverse set of answers. There were statistical differences in the level of salience of several issues, most of which related to regulation and control. As will be seen below, orientation toward governmental involvement is perhaps the dimension that most clearly differentiates participants from nonparticipants.

We also asked the commissioners what environmental problems they perceived as the most important ones facing the coastal area. Commissioners also mentioned a wide range of problems, including some that participants and nonparticipants had not brought out. On the other hand, the commissioners did not refer to four of the issues thought important by citizens.

Problems	Per Cent Who Mentioned Problem		
	Commissioners (N=30)	Participants (N=74)	Nonparticipants (N=240)
Sewage, rivers and general water quality	30%	13%	22%
Industrial, agricultural waste and pollution	10	8	11
*Conservation of estuaries, bays	47	19	5
Traffic congestion, parking and mass transit	3	5	2
Auto pollution	-	4	3
Litter	-	3	2
Air pollution and field burning	-	12	15
*Uninformed, unconcerned public, environmentalists and government; miscellaneous	3	18	7
*Dune and beach conservation and management	10	5	(a)
Overpopulation, overuse, too many tourists	17	11	4
*Scenic protection, RV and MV control	3	5	-
Need for recreation area management	-	1	(a)
Fisheries, fishing and hunting development and management	10	7	2
*Silt, erosion, management of waterways	7	15	4
Solid waste, dumps, slums, junk	3	10	4
*Development, land use planning and zoning	20	23	6
Destruction of natural resource base	20	-	-

Table 4.7 (continued)

Problems	Per Cent Who Mentioned Problem		
	Commissioners (N=30)	Participants (N=74)	Nonparticipants (N=240)
Economic, social and political environment	3	-	-
Timber and forest land, overharvesting	10	-	-

*Participants and nonparticipants differ significantly at .05 level.

[a]Less than .5%

Table 4.7 Workshop participants', nonparticipants', and commissioners' perceptions of important environmental problems

Table 4.8 shows the five environmental problems mentioned most frequently by the three groups of respondents. "Air pollution and field burning" is excluded from consideration because all the participants and 80 per cent of the nonparticipants who mentioned it were from the Eugene-Springfield area. Clearly this problem relates to the Willamette Valley and would not be considered by the commissioners as a problem "facing the coast."

The three groups of respondents exhibit considerable agreement. Five problems most frequently mentioned in each group are estuaries, sewage and water quality, development, land use and zoning. With one exception, no other problem ranks among the most frequently mentioned five for more than one group. Perhaps the most important finding on perceptions about important environmental problems is that participants and nonparticipants differed sharply on whether there <u>are</u> such problems facing the community.

These data indicate that in identifying which environmental problems are important, there is little evidence of closer correspondence between views of commissioners and participants than between commissioners and nonparticipants who perceive important environmental problems. Neither commissioners nor participants reflect the views of nonparticipants in detail, and there is no systematic pattern of differences between commissioners and citizens on the most mentioned problems.

Effects of Strong Conservation Policies

We asked five questions concerning the effect of "strong conservation policies" on retired persons, people in the respondent's occupation, people in his or her spouse's occupation, on the value of respondent's home (if a homeowner) and on the value of other property held on the coast, if any. Only one of these questions elicited a response with a statistically significant difference between participants and nonparticipants; the one on "your occupation" narrowly missed. Table 4.9 shows, however, that on each question, less than half expected detrimental effects. The predominant view was that such policies would be beneficial or would have no effect or an unknown effect.

This seeming absence of a difference between participants and nonparticipants in expected benefits and costs of conservation may be misleading. While Table 4.9 indicates the ratio of persons seeing benefit to those seeing harm is similar for participants and nonparticipants, the key column in the table is the "no effect" response. In all but the effect on spouse's occupation, the participants were more likely to expect to be affected by conservation policies. The persons attending the workshop saw environmental issues as being important and as affecting them personally. When combined with the greater political activity and the perceived ability to affect public policy (i.e. their political

Problem	Rank Based on Per Cent Who Mention Problems		
	Commissioners	Participants	Nonparticipants
Conservation of estuaries and bays	1	2	5
Sewage, rivers and water quality	2	5	1
Development, land use planning, and zoning	3.5	1	4
Destruction of natural resource base	3.5	-	-
Overpopulation, overuse, too many tourists	5	-	-
Uninformed, unconcerned public, environmentalists and government, miscellaneous	-	3	3
Industrial, agricultural waste and pollution	-	-	2
Silt, erosion, management of waterways	-	4	-

Table 4.8 Five environmental problems mentioned most frequently by commissioners, participants, and nonparticipants

	Not Benefit		No Effect		Benefit	
	P	NP	P	NP	P	NP
On "interests of retired people in the community"	24%	16%	17%	27%	60%	56%
ON "people in your occupation"	29	29	22	39	49	31
On "people in your (spouse's) line of work"*	18	35	44	38	38	27
	Less Valuable		No Effect/ No Opinion		More Valuable	
On value of owned home	16	9	41	49	43	42
On value of other property owned on coast	23	14	27	32	50	54

*Differences are significant at .05 level

Table 4.9 Effects of "strong conservation policies" as perceived by participants and nonparticipants

efficacy, see Table 3), the rationale of public participation becomes apparent. Most who attended believed that environmental issues were important in their community, that environmental policies would affect them personally and that their participation could influence which policies would be chosen. Nonparticipants, however, tended not to see these issues as important to them or their community, and also tended not to perceive that they could influence public policies. The combination of these attributes helps explain who participated and why.

Participation and Attitudes Toward Conservation, Development and Governmental Action

The discussion in the previous section indicates the basic differences between participants and nonparticipants is not on their position of being proconservation or prodevelopment, but on the importance of these issues to them and on the appropriateness of governmental action to enhance either conservation or development via land use planning or other public policies. This proposition is supported by an examination of 26 Likert scale items designed to measure attitudes toward five basic areas: (1) conservation; (2) development; (3) land use planning and regulation; (4) citizen involvement; and (5) the presence of antagonism between coastal and valley residents in Oregon.

A factor analysis of the scale items indicated that areas three and four were probably a single dimension--i.e. the perceived need for citizen involvement and the perceived need for public action were closely interrelated. On the basis of this analysis the original five scales were reduced to four: (1) conservation; (2) development; (3) public management-citizen involvement; and (4) coastal-valley antagonism.

Conservation and Development

Although there are certain obvious links between attitudes toward conservation and development, the factor analysis reinforced the belief that the two dimensions are not only conceptually separate, but the answers of all respondent groups (commissioners, staff, workshop participants and nonparticipants) indicates these dimensions are separate. This means respondents could be (and many were) prodevelopment and proconservation in their responses. Because we were interested not only in the "representativeness" of the participants to the general populace, but also in the representativeness of commissioners and staff to the general populace, all four sets of respondents were asked these 26 questions.*

The comparisons of each set of respondents on the conservation and development scales indicated no significant differences on the scales among any of the four groups with one exception. Staff scored significantly higher on the conservation scale (i.e. they were more conservation-oriented as a group) than the other three sets of respondents.** We had originally hypothesized that workshop participants would be more oriented toward conservation than nonparticipants. This expectation was not confirmed.

Public Resource Management and Citizen Involvement

The greatest differences between participants and nonparticipants on our attitude scales occurred on this dimension. Participants were significantly more oriented to both public management of resources and to citizen involvement in such management. Given the greater salience of environmental issues to the participants, this finding is not surprising. It is interesting, and somewhat contrary to conventional wisdom, that those participants more favorable to development were equally as positive toward public management and involvement as were those participants who were more environment-oriented. Using this dimension, the orientation of commissioners and staff was similar to workshop participants and statistically different from nonparticipants.

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*APPENDIX B gives a question by question description of all sets of respondents except the staff. Because of their small number (eight) the results of the staff response to each question are not given, as this would violate the confidentiality of individual response.

**Because of the small number of appointed commission members we were unable to statistically test for differences between them and elected commissioners or between appointed commissioners and other sets of respondents. As Appendix B indicates, however, appointed commissioners do differ in their attitudes from elected commissioners. Appointed commissioners, on the whole, have similar orientations to the staff--i.e. they score higher in their favorability toward conservation.

Coastal-Valley Antagonism

As might be expected, a comparison on this scale did not show significant differences between participant and nonparticipant respondents but did show differences in perception between respondents from the valley and the coast. Because staff and appointed commissioners came mainly from the valley, their responses differ significantly from elected commissioners and coastal respondents. Coastal residents, regardless of whether they were participants, nonparticipants or commissioners, perceived significant conflicts of interest between the two regions while valley residents did not.

Voting and Candidates' Environmental Policies

Participants and nonparticipants did not differ significantly when answering the question, "How important would you say a local candidate's position on environmental policies is when you are deciding how to vote?" Eighty-three per cent of the participants and 73 per cent of the nonparticipants said environmental policies would be a "very important" or "quite important" influence on the way they vote.

This question came near the end of the questionnaire. It is possible that repeated questions throughout the instrument relating to conservation and the environment had led some respondents to believe they were expected to answer these last questions from a proconservation or proenvironmental position. Such an effort could have been more pronounced in the case of nonparticipants, leading to the similarity of their views with those of the participants.

Similarly, instrument effects may account in part for the answer to the question of whether respondents "generally favor or oppose environment or land use planning efforts," which came in the middle of the interview. As Table 4.10 reveals, both participants and nonparticipants overwhelmingly said they favored land use planning, although participant support was somewhat greater (difference significant at .05 level).

Summary

The examination of the perception of the representative or unrepresentative character of the workshop and their participants as well as our examination of the measured attitudinal differences among the sets of respondents indicates that while there were important differences between participants and nonparticipants the workshops did not overrepresent or underrepresent either business- or conservation-oriented groups. Rather, the participants and nonparticipants differed on the salience of environmental issues to them and on their willingness to have the public sector manage the use of natural resources. These results tend to substantiate the findings of other participation studies that only those who are most interested, believe the issues affect them personally and perceive they will have an effect on policy outcomes will pay the costs of time and other resources necessary to participate in activities such as public workshops and public hearings.

Given the extent to which the commissioners were dissatisfied with the lack of participation by the "ordinary" citizen, if they wish to increase participation ways must be found to increase the saliency of the issue, increase the general public's perception that their inputs do make a difference and decrease the costs of participation.

Attitude	Participants	Nonparticipants
Oppose	11%	14%
Favor	88	77
No opinion	1	10

Table 4.10 Attitude of participants and nonparticipants toward land use planning

knowledge, influence and overall evaluation

Critics often question citizen participation in planning on the grounds that citizens lack the knowledge to contribute informed judgments. Questions directed to the participants, nonparticipants, commissioners and staff throw light on the knowledge of workshop participants.

We asked the commissioners whether the workshop participants had sufficient information "to help in shaping the policies of the commission." Only 37 per cent said "yes," while 50 per cent said "no" and 13 per cent did not know. On the other hand, 75 per cent of the commission's staff believed the participants' information was sufficient to help shape commission policies.

Most participants had experience in community affairs relevant to planning for natural resources management, and the overwhelming majority rated themselves as particularly "interested or knowledgeable" in some aspect of the coastal environment. These findings lend some support to a favorable assessment of the information base participants brought to the workshops.

Service on Public Bodies

Participants were more likely than nonparticipants to have served on a "public committee, board, commission, or council" (Table 5.1). This finding is consistent with other evidence that participants in an activity are active in public affairs generally. A total of 42 participants (57 per cent) reported they had been members of a public body, including 18 who had been members of two to seven such entities. Only eight per cent of the nonparticipants had held such positions.

Of the 67 positions participants had occupied, more than half were with agencies having resource management or economic development functions: planning and zoning; transportation agencies; soil and water districts; bay or estuary task forces; economic development commissions; solid waste; sports, recreation and parks; and other resource agencies. These official responsibilities, it is reasonable to assume,

Public Bodies	Had served on one or more bodies of indicated type: P (N=74)		NP (N=240)	
Planning and zoning commissions	13	18%	1	(a)
Port, airport and road authorities and commissions	8	11	1	(a)
School board and advisory body, education councils	7	10	1	(a)
Community action, citizen advisory	7	10	1	(a)
Water board, soil and water districts	6	8	-	-
Bay or estuary task force or committee	4	5	1	(a)
City council, COG, city recorder, budgets[b]	4	5	4	2
Political party, union[b]	3	4	3	1
Hospital[b]	2	3	1	(a)
Economic development commissions[c]	2	3	-	-
Other resource allocation, forest practices and dunes advisory[c]	2	3	-	-
Manpower and human resources boards[b]	1	1	1	(a)
Sports, recreation, parks[b]	1	1	2	1
Solid waste disposal[b]	1	1	-	-
Library[b]	2	3	3	1
Other	4	5	1	(a)
Total	67		20	

[a]Percentages are less than .5%.

[b]Difference between participants and nonparticipants is not statistically significant.

[c]Significant at .05 level; others at .01 level unless not significant.

Table 5.1 Service on public bodies by participants and nonparticipants

Involvement	Percent Affirmative Responses	
	P (N=74)	NP (N=240)
Ever been to a meeting or hearing of planning commission?	81%	26%
Ever discussed local environmental or pollution issues with friends or co-workers?	95	70
Ever discussed issues such as log storage, off-road vehicles, zoning ordinances, water quality and the like with friends or co-workers?	99	69
Aware of any environmental discussion or planning efforts in this community in the past year?	88	58
"You yourself" involved in these discussions or planning efforts?	82	30

Table 5.2 Involvement of participants and nonparticipants in land use planning and environmental issues

	Percentage Involved	
	P	NP
Attend meetings, hearings, workshops	31%	8%
Chairman or member planning or zoning commission or committee	32	2
Talking with family, friends, co-workers	11	4
Expressing views, lectures to groups, testimony, lobbying	22	4
Initiated planning committees, zoning changes	8	1
Through job, part of my work	5	1
Signing petitions, answering questionnaires	-	1
Other	1	-

Table 5.3 Ways participants and nonparticipants were involved in planning and environmental efforts in community in past year

gave the participants information about the problems of the coast and the issues that OCC&DC planning would need to confront.

The tendency of workshop participants to be more active in political life shows itself very clearly with respect to their involvement in land use planning and environmental issues. Table 5.2 reveals participants are more involved than nonparticipants. The differences are especially marked with respect to attendance at planning commission sessions and involvement in community action or discussion within the past year.

Persons who had taken part in community discussion and planning efforts were asked to indicate the "way or ways" they had been involved. Nearly one-third of the participants had been chairman or member of planning or zoning commissions or committees (Table 5.3). In all categories save one, they were more active than nonparticipants. Although these activities transpired after the workshops had been completed, and therefore are not direct evidence of preworkshop knowledge, they do show that for most participants the workshops were not an isolated, one-time experience, but rather were followed by other involvements relating to planning and the environment. We may reasonably assume that many had similar involvements before the workshop, with resulting benefits in knowledge brought to the workshop.

The greater involvement of participants in planning and environmental issues is also reflected in self-assessments of interest and knowledge concerning the coastal environment.

We asked participants and nonparticipants whether there were "any parts of the coastal environment in which you consider yourself to be particularly interested or knowledgeable, such as dunes, water quality, recreation, fish and wildlife or the like?" As Table 5.4 shows, participants perceive themselves to be knowledgeable about or interested in a larger number of subjects than nonparticipants. Fifty per cent of the nonparticipants said they were not knowledgeable or interested; only 15 per cent of the participants so described themselves. About half the participants listed three or more subjects; only a quarter of the nonparticipants did so.

A glance at Table 5.5 reveals some noticeable differences in the interests of the two groups. Of those who rate themselves "particularly interested or knowledgeable," participants are more likely to be knowledgeable or interested in estuaries and bays, land use planning and development, water quality, rivers and sloughs; nonparticipants are more likely to mention beaches and dunes. For other subjects the respondents are similar.

Again, participants and nonparticipants differ substantially. Participants are knowledgeable or interested in proportionately greater numbers, they report a wider array of subjects in which they are interested or knowledgeable, and the pattern of their interests differs markedly from that of the nonparticipants.

Influence of Citizen Participation

We have seen that the commissioners and staff of OCC&DC identified purposes of the public involvement program that imply citizen influence upon the actions of the commission. These purposes included: (1) Ascertaining public attitudes, desires and needs; (2) educating and activating the public; and (3) finding out how acceptable the policies of OCC&DC were to the public. The majority of commissioners did not perceive, however, that the citizens had strongly influenced the policies of the commission.

In characterizing the major impact of the workshops, only 30 per cent of the commissioners singled out the idea that the workshops had a positive impact on the comission or on its policy development (Table 5.6). Fifty per cent of the commissioners emphasized, rather, that the workshops had an impact on the public in one way or another: The public had been made aware of OCC&DC and its concerns, people had been brought together and exchanged information, and the groundwork had been laid for public acceptance of the policies the OCC&DC would develop. While these effects were seen as beneficial, they did not contribute directly to the most widely-mentioned purpose, the influencing of policies to be adopted by the commission. Most commissioners were doubtful the workshops had been influential in affecting policies.

The majority of commissioners clearly did not believe citizen input was the most important source of influence on the policies they adopted. Only four of the 30 commissioners believed it to be either most important or second most important (Table 5.7). Eighteen commissioners (60 per cent) believed the most important source was technical--the resource specialist teams, state agencies and resource inventories, all of

Number of Subjects	Percent of Respondents P (N=74)	NP (N=240)
None	15%	40%
1 or 2	36	35
3 or 4	40	20
5 to 7	8	5
Total	99%[a]	100%

Table 5.4. Knowledge or interest in the coastal environment of participants and nonparticipants.

[a]Does not add to 100 per cent due to rounding

	Percent of interested or knowledgeable respondents mentioning subject			
	P (N=63)		NP (N=144)	
Dunes, beaches	19	30%	58	40%
Water quality	26	41	52	36
Estuaries and bays	14	22	11	8
Rivers, sloughs	6	10	3	2
Recreation	19	30	44	31
Fishing and wildlife	29	46	68	47
Forest resource	5	8	9	6
Land use planning and development	19	30	11	8
Litter	1	2	1	1
Shorelines	2	3	1	1
Other	5	8	20	14

Table 5.5. Aspects of coastal environment in which participants and non-participants are interested.

which provided data and professional or technical judgments to which the commission was generally quite responsive. Thirty per cent gave business and industry first or second place as a source of influence. Environmental groups followed closely with 23 per cent. Insofar as the criterion of effectiveness in citizen participation is the actual influencing of policies, the view of the commissioners is that citizens are less successful than experts and organized group interest.

The importance of interest groups was

1. Positive impact on commission and/or policy development, made OCC&DC aware of public	30%
2. Impact on public: public awareness, get public involved, information exchange, public acceptance of OCC&DC policies, brought people together	50%
3. Positive comment on attendance	27%
4. Negative comment on attendance and impact of workshop in involving the public	7%
5. Negative comment on impact	13%
6. Negative comment on representativeness, quality of input, format of workshops, qualifications of participants.	43%
7. Other	-

Table 5.6. Commissioners' perceptions of the major impact of the workshops.

confirmed by another item in the questionnaire: "Would you say that various interest groups had much influence on the policies of the OCC&DC or not?" Sixty-three per cent of the commissioners said interest groups had "much" influence and another 20 per cent thought they had "some" influence.

We asked commissioners whether there were certain policies for which citizen participation had been especially important. Eleven commissioners did not know or said there were no policies for which citizen participation had been especially important. Two commissioners said flatly that citizen participation had played no significant role in the development of commission policies. Another said there had probably been too much public input.

The remaining 19 commissioners mentioned most frequently some specific policy area. Eight commissioners mentioned estuaries and water policies, three commissioners mentioned beaches and dunes and one or two commissioners mentioned water front access, shorelands, freshwater resources, fish and wildlife, dredge spoils, geologic hazards (specifically, building on flood plains), uplands, visual resources, driftwood, logging practices, landscaping, the continental shelf (200-mile limit) and payments to local government in lieu of taxes on public lands. Thus, except for estuaries and wetlands, the commissioners did not have a common perception of any particular policy areas especially affected by public input.

At a more general level, four commissioners mentioned the relation of environment to human needs and seven mentioned conservation or environmental policies. Three thought public input had been important for "all" or "many" policies.

These data suggest a third of the commission considered citizen input to have relatively little impact on the policies that emerged. The other two-thirds were not in agreement as to the policies for which citizen participation had been important.

In answering the same question, half the staff members emphasized citizen participation as being especially important for many policies, as well as for the proposed actions necessary or recommended to implement the policies. The staff mentioned a variety of particular policy areas where

Sources of Influence	Number of Commissioners who mentioned as "Most important"	"Second most important"	"Third most important"	Total mentions
State agencies, resource specialists, inventories	12	6	1	19
Industry, private sector	4	5	4	13
Environmental groups	2	5	3	10
Citizen input	2	2	4	8
Commissioners	2	2	1	5
Staff	1	-	2	3
Other	4	4	2	10
Advisory Committee	-	1	3	4

Table 5.7. Commissioners' perceptions of sources of influence on the policies of the commission.

citizen input had been important. Even less than among the commissioners was there any salient policy or policy area on the list of most staff members. About half the policies mentioned by staff had been listed by commissioners. One indicator of the value of the workshop for participation is the extent to which those who attended them continued to be active in coastal planning activities in following months. Participants (49 per cent) named specific action or actions taken to influence the policies of OCC&DC in addition to attendance at the workshop (Table 5.8). Of the 74 participants, 23 per cent had communicated with the OCC&DC in writing or had spoken at a meeting of the commission; 18 per cent had taken action through an environmental or planning group. Other actions included letters to editors, communications to legislators, talking with friends and community leaders, protests of planning decisions and petitions and sending representatives to the state capitol.

This high level of activity is consistent with the activism of the participants as a group that we have already described. They might have been equally active even if there had been no workshops; however, it is plausible to assume that participation in the workshop did in fact encourage additional postworkshop actions to influence OCC&DC policies.

Commissioners' Overall Assessment

An overall assessment of commissioners' satisfaction with citizen participation in the OCC&DC planning process was obtained through two questions on the "level" (amount) and the "quality" of participation. Table 5.9 shows that only 50 per cent of the commissioners were satisfied with the *amount* of participation whereas 67 per cent were satisfied with the *quality* of participation. On the unfavorable side, 10 per cent were "very dissatisfied" with the amount of participation, whereas none were "very dissatisfied" with the quality.

We asked commissioners whether they could "say any more about this," that is, about their feelings of satisfaction and dissatisfaction concerning the amount and quality of participation. Their responses are summarized in Table 5.10. The most frequent comments, made by 37 per cent of the commissioners, regretted there had not been more citizen participation. Twenty-seven per cent of the commissioners were dissatisfied because they felt participants had not been a representative cross section of the population; 10 percent of their colleagues disagreed. A similar disagreement occurred concerning the information and attitudes participants brought to the workshops: 27 per cent felt participants had been well-informed, had cared about what they said,

Action	N	% of Sample mentioning action (N=74)
Written or verbal communication with OCC&DC	17	23%
Organizing or working in environmental or planning organization (private or public)	13	18
Talk to friends, community leaders, professionals re issues	5	7
Letters to editor, communication with legislators	4	5
Protesting planning decisions, signing petitions, and sending representatives to Salem	4	5
Other	3	4

Table 5.8. Workshop participants' actions to influence the policies of the OCC&DC.

	Percentage of Commissioners	
	Amount of Participation	Quality of Participation
Very satisfied	7	37
Somewhat satisfied	43	30
Somewhat dissatisfied	30	20
Very dissatisfied	10	-
Don't know, no answer	10	13

Table 5.9. OCC&DC commissioners' satisfaction with the amount and quality of citizen participation.

had no axes to grind; 10 per cent found participants to be uninformed and needing education about resource management.

If they were designing the citizen participation program of the OCC&DC with the benefit of hindsight, what would the commissioners do differently? The most frequently mentioned response (37 per cent of the commissioners) emphasized the need to get more people interested through better publicity and public relations activities, such as working through the schools to develop community interest and visiting city councils to inform council members and the public and answer questions (Table 5.11). A related proposal would work through service organizations, such as the League of Women Voters, to get more representative participation. About a fourth of the commissioners urged educational efforts that would presumably improve the quality of citizen discussion. One suggestion was that before citizens are asked to discuss resource subjects, experts should make presentations. A fifth of the commissioners

Explanation	Number of Commissioners Mentioning Item (N=30)	
Good cross section, good representation	3	10%
Participants informed, cared what they said, were veterans of public involvement, no axes to grind	8	27
Participants not representative, not local, common person not represented	8	27
Not enough participation	11	37
Public not well-enough informed, needs education	3	10
Other	10	33
No answer	4	13

Table 5.10. Commissioners' explanations of feelings of satisfaction/dissatisfaction about amount and quality of citizen participation.

Proposal	Number of Commissioners Mentioning Proposal (N=30)	
Nothing different	4	13%
More publicity, get more people interested	11	37
Get service organizations to bring out middle groups (who see both sides of ecology-economy issue)	3	10
Have public education in advance	7	23
Change ways input is gathered and used	6	20
Have workshops organized closer to local level	6	20
Eliminate workshops not held in coastal locations	2	7
Other	4	13
Don't know	1	3

Table 5.11. Commissioners' proposals for improvement of citizen participation program

proposed alternative methods for obtaining citizen input. Their ideas included the following:

(1) Ask citizens to identify problems instead of asking them for opinions on what should be done with natural resources.

(2) Allow more time for citizen participation and budget more money for it.

(3) Structure issues, perhaps listing pros and cons, so that all can participate without being dominated by vocal individuals.

(4) Disseminate brief, relatively simple information and let citizens respond on a prepared worksheet.

(5) Use workshops to get citizen reactions to the commission's drafts of policies instead of relying on mailings and written response, which produced little.

One-fifth of the commissioners recommended a greater stress on *local* planning and local participation. Thus, one commissioner would leave citizen participation more to the counties and their planning departments. Another wanted to plan on the basis of two counties at a time, holding regional meetings in these areas and more local meetings in each county. A third proposed that the four coordinating committees of OCC&DC, created by statute, hold meetings in their respective areas; the meetings would be more accessible than the commission meetings, which had usually been in Florence, Oregon. The commissioner also thought this procedure would encourage people to speak out because they would be in a more "local" environment.

The spirit of regionalism was reflected in the recommendation of two commissioners--that no workshops be held in the Willamette Valley at all, but rather that all be held in coastal locations.

conclusions

Our ultimate evaluation of citizen participation in the OCC&DC is based primarily on whether or not the citizen participation program facilitated the governed to influence and hold accountable the governors, and whether or not the citizens who did participate reflected the general preference patterns of the population in the geographic areas for which representation was sought. Our evaluation required that we: (1) review the actions taken by the commission to obtain participation; (2) examine the opinions of citizens, staff and commissioners on both substantive issues and on the impacts of citizen participation on the policies; and (3) analyze the extent to which participants in the OCC&DC workshops differed from non-participants. The conclusion we reached was that the citizen participation program of the OCC&DC encouraged neither extensive citizen influence nor representative involvement.

THE APPROACH TO PARTICIPATION

The staff of the OCC&DC had a vision of citizen participation in coastal zone planning that included a number of elements conducive to genuine participation. They sought to provide a forum in which individuals could express their attitudes and exchange information concerning coastal problems. The workshops were structured to encourage invited citizens to discuss with other citizens in small groups. In this way all who attended would have the opportunity to take part and not be inhibited by shyness about speaking before greater numbers of people. Through the workshops, the commission tried to focus discussion without removing spontaneity. Provision was made for recording all ideas expressed, without any attempt to weigh them according to the numbers who mentioned them. A synopsis of these ideas was prepared for the commission and the resource specialist teams, as was each new draft of proposed policies, necessary actions and recommended actions that identified the ideas of workshop participants.* When drafts were mailed to those who

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*Appendix A sets forth the workshop participants' proposals for estuaries and wetlands, as summarized by OCC&DC staff.

had taken part in the workshops, each could assess the extent to which citizens' views in general were being reflected, as well as whether the specific ideas he or she had advanced were being incorporated into the commission's work. The workshop design recognized that the numerous and complex issues of coastal zone management could not be adequately discussed in a single evening meeting; therefore, workshops involved two or three sessions.*

The commission staff judged that effective participation by citizens would depend not only on the initial workshops but also on subsequent opportunities to be provided with the information developed through the planning effort of the commission, to respond to tentative proposals and to interact with other citizens concerning developing plans. The commission sent out to former workshop participants and other interested persons large amounts of information and proposed policies. Recipients were invited to comment --in writing, at commission meetings or by telephone. Not implemented, however, was the key element of the follow-up plan--the proposed second round of workshops at which citizens could have discussed with each other, commissioners, staff and resource specialists, the policies and proposed actions that resulted from the planning process. This did not happen because of: (1) the statutory dealine for concluding the commission's work; (2) its limited staff resources; and (3) the rather low evaluation by the commissioners of the first workshops.

The commission's follow-up activities included a monthly newsletter that contained some substantive material on coastal zone problems as well as statements about the progress of the commission's plans and activities. The newsletter helped maintain the interest of those citizens who had attended workshops and of other recipients. Newspaper and broadcast publicity in the final stages of the commission's work represented a major effort to inform the public and to obtain citizen reaction to the commission's proposals. There was little response to these efforts, however.

*The Willamette Valley workshops, where it was assumed that there would be less detailed knowledge of coastal problems and less time required to place citizen concerns and recommendations on record, were to have only one session.

RESULTS OF THE PARTICIPATION PROGRAM

Representativeness

Participants were not a representative cross section of the population. As shown in Chapter 2, participants typically had more education, higher incomes, were more likely to be males and were between the ages of 35 and 65. In addition, participants were more likely to be working for pay, to be in service occupations and professions, less likely to be in processing and manufacturing, fisheries and transportation. Self-employed persons and persons in professional or technical jobs, managerial positions or skilled employment participated at significantly higher rates than persons in other occupational categories. Participants were more likely to belong to at least one organization, to be affiliated with greater numbers of organizations and to belong to organizations through which they would receive information concerning natural resource management.

In terms of political behavior, participants were more likely than nonparticipants to have served as a member of a public body; joined a political organization; held office in a political party or served on a party committee; supported a political candidate in some overt way; worked as a volunteer for a political party or candidate; attended a meeting of a public body; contacted a public official; voted in presidential elections; discussed politics with friends, family, neighbors and co-workers. Participants also had greater confidence in their ability to understand and influence the actions of government and officials.

Reflecting the differences between participants and nonparticipants in demographic characteristics, organizational affiliation and political behavior, the participants and nonparticipants differed on some, though not all, attitudes relating to natural resources and the environment. There was a decided disagreement among participants on whether there were important environmental problems facing the respondents' communities. On the other hand, there was agreement on some of the main environmental issues facing the coast, the need for land use planning and the effects of strong environmental policies.

Participants were more likely than nonparticipants to have been involved in land use planning and environmental issues during the past year and to consider themselves knowledgeable about or interested in the coastal environment. Clearly, the recruitment methods for the workshops attracted participation from persons who were more likely to

have knowledge on which to base judgments about the condition and needs of the coastal zone. There is little to indicate, however, that the participants were less sensitive to the economic effects of environmental policies than the general public.

INFLUENCE OF CITIZEN PARTICIPATION

Conclusions regarding the influence of citizens on the planning process may be summarized as follows:

(1) Commissioners tended to see the impact of citizen participation in terms of impacts on the public, such as education, exchange of information, getting public acceptance of OCC&DC policies.

(2) As a source of influence on OCC&DC policies, the commissioners ranked citizen participation as fourth, after: (a) State agencies, resource specialists and inventories; (b) industry and the private sector; and (c) environmental groups. Nonetheless, about a third of the commissioners thought the workshops had an impact on the commission or on its development of policy.

(3) Even those commissioners who believed there had been certain policies for which citizen participation had been especially important did not identify the same policy areas, although a sizeable minority mentioned estuaries and wetlands. Staff members also failed to agree among themselves on the commission decisions for which participation had been especially important.

(4) About half the workshop participants mentioned some specific action or actions they had taken subsequent to the workshop to influence OCC&DC policies. Although the proportion of participants who tried to influence OCC&DC policies is relatively large, there is evidence that citizens in general did not attempt to influence commissioners through direct communication. We asked commissioners how frequently citizens from "this area" had contacted them. Only 10 per cent said they had been contacted "frequently." The remainder had been contacted "from time to time" (20 per cent), "rarely" (50 per cent), or "never" (17 per cent).

(5) Some members of the OCC&DC staff believed citizen input was highly important in identifying problems and goals, that the workshop participants in effect set the initial agenda for the commission. Some of the staff also believed workshops made the commission and its planning process more visible, thus encouraging a greater commitment of the commissioners to their task.

(6) The actual visibility of the commission seems to have been quite limited. Only 13 per cent of our nonparticipant respondents reported they had ever heard of the workshops.

(7) Nearly half the participants (43 per cent) heard about the workshops through mailed letters of invitation, and another 23 per cent received information through a governmental or private organization. Thirty-one per cent saw information in the newspaper, 11 per cent heard announcements on radio and television, 10 per cent heard from a friend and four per cent heard at work. Some participants received information through more than one channel, but it is significant that 66 per cent received information through invitations or organizations.

(8) The methods employed were almost totally unsuccessful in reaching the people who belong to few or no organizations, have lower socioeconomic status and participate less in community activities. Only eight per cent of the nonparticipants in our sample could recall having heard about the workshops before they were held! All of them said the mass media were the source of information. That so few could recall having heard of the workshops beforehand indicates the methods for dissemination of information were an inefficient method of reaching the citizenry as a whole or that the amount of publicity was sufficient to catch their attention. The methods used did nothing to ensure that the unorganized and other categories of persons least likely to participate would be informed and become involved. Rather, it sought participation from those most likely to take part.

(9) By limiting its workshop sessions to a single location in each county, the commission reduced the likelihood of participation by persons living in other areas.

(10) The OCC&DC made no systematic effort to obtain and analyze other data that would show the extent to which the participants were representative, even though the commission requested workshop participants leave their names and addresses and Extension personnel were able to identify the organizational affiliations and interests of some participants.

Commissioners' Attitudes

Some members of the commission were very committed to citizen participation, but others were ambivalent or even unsupportive, although the staff perceived that support increased as the commission's work progressed. In one county, there was a question whether a workshop

would be held at all because one of the commissioners from that county opposed it at first. Not all the commissioners attended workshops in their respective counties.

Location and Procedure of Commission Meetings

An opportunity for citizens to participate was presented by the meetings of the commission, usually held once a month on a Friday during the day. Meetings held during working hours effectively prevented most employed people from attending.

Most meetings were held at the commission's place of business in Florence, as this was a central coastal point not requiring any single commissioner to travel as far as Astoria, Coos Bay or Gold Beach. It was not expected, however, that ordinary citizens would travel up to half the length of the Oregon coast in order to attend a commission meeting in Florence unless they had an unusually intense interest. Meetings held in cities up and down the coast could have attracted local attendance if special efforts had been made to publicize them.

Procedures followed at commission meetings did not give priority to citizen participation. The emphasis was on staff reports, commission discussion and comment by resource specialists representing federal and state agencies. Although citizens who made the effort to be present, to be prepared and to seek recognition would be heard by the commission, few citizens actually attended. There was no effort by staff or others to ensure that citizens would in fact take advantage of the opportunity commission meetings offered. It is true, of course, that the commission spent much of its time educating itself on coastal resources and problems and reviewing policies and proposals line by line. Giving priority to citizen participation would have required more meeting time or allowed less time for these activities. The commission simply did not perceive its meetings as a channel for citizen input.

INCREASING THE EFFECTIVENESS OF CITIZEN PARTICIPATION PROGRAMS

Our examination of the OCC&DC program for participation in coastal zone planning reveals that achieving representativeness and citizen influence is fraught with difficulty. Critical factors that determine the effectiveness of participation include:

(1) The commitment of the designers a authorizers of the participation program to the goals of representativeness and genuine citizen influence.

(2) Availability of time, staff and money to achieve representativeness and citizen influence.

(3) Resources of the public whose participation is sought--willingness to spend time and effort in gaining and applying information, in attending meetings and in communicating with each other and with officials.

Commitment

The designers of citizen participation programs face trying trade-offs, for the amount and quality of citizen involvement depends not only on the interest and information of citizens, but also on the willingness of responsible agencies to commit time and resources on a continuing basis to capturing the attention of citizens and providing them with the information needed to make informed judgments. Commitment to the aim of representativeness must be distinguished from that of influence; it is not uncommon for citizen participants representing selected or narrow elements in the population to be influential.

A full commitment to representative participation by OCC&DC commissioners and staff would have entailed additional efforts to recruit persons from those categories least likely to participate. If there had been greater commitment or influence by citizens, stronger efforts would have been made to organize a second set of workshops to obtain citizen reaction to tentative policies and actions adopted by the commission.

Resources to Encourage Participation

Even if the commitment is strong, the agency organizing a participation program may find its resources are insufficient to match its commitment. The experience of the OCC&DC illustrates the impact of resource limitations on participation efforts. Measures necessary to obtain more representative participation would have taken substantial staff time and required additional expenditures--more workshops and special efforts to recruit the unorganized, blue collar workers, youth, minorities and other persons of lower socioeconomic status. A further commitment of resources would have been required to provide information and the kind of environment necessary to encourage citizen participants to exercise a greater measure of influence over the planning decisions.

Resource of the Public

People can be expected to commit their time and energy to participation only if they believe

they can have an impact on the result and that the result is important to their interests. To obtain the participation of certain categories of citizens, it is necessary to persuade them that their interests are involved and that they can have influence. To obtain a representative set of participants, it is necessary to find potential participants, provide them information relating to their interests and their potential influence and convince them that their participation can have an impact. It is also necessary to arrange participation in a way and on a schedule that is consistent with their resources. Meetings held during working hours or at distant points deter people from taking part.

DEVELOPING A PARTICIPATION PROGRAM

Designers of participation programs need to carefully examine the commitment of the sponsoring agency to participation in relation to available resources. Those who control resources should be given information about the resources required for an effective program in order that full costs may be known and weighed in relation to the desire for citizen involvement.

Although there are endless practical possibilities for furthering effective participation, some of the strategic issues are these:

(1) How many participants are needed in order to ensure a representative cross section? The OCC&DC decided a minimum of one workshop should be held in each coastal county, and that one should be held in each of four Willamette Valley cities. Possibly an equally representative expression of opinion could have been gained by involving fewer people than the 1,000 who took part. From the point of view of interests represented, large numbers are not required. Far more important is the selection of a group that accurately represents all relevant interests. On the other hand, if participation is viewed as a goal in and of itself, or a means of developing support for the plans that may eventually emerge, the larger the number of participants, the more effective is the participation program.

(2) How can participation be obtained from those who are uninterested or unaccustomed to any community involvement? First, such participants must be located. One method is to utilize the techniques used by public opinion surveys to obtain representative samples. A sample of registered voters was used by the Land Conservation and Development Commission, which has the disadvantage of omitting persons who do not register. A somewhat less systematic approach is to contact organizations and agencies through which the desired participants can be obtained. (Organizations are contacted not to secure representatives but rather to gain access to persons who are touched by the organization.) Thus labor unions and places of work are channels of access to workers who do and do not belong to unions. Youth may be reached through schools and institutions of higher education, at work and through organizations. Lower income persons may be contacted at work and through community organizations.

However the desired participants are located, they must be given information about their stakes in the matters on which participation is sought, and they must be persuaded that their views will in fact be given some weight. In the case of the OCC&DC, they must be shown that conditions of life on the coast will be affected by the planning process and that means exist for them to have some control over that process. Providing convincing information on these points is likely to be time-consuming and expensive.

(3) How can participants become sufficiently well-informed to participate effectively, that is, to avoid being overwhelmed by experts? This problem can only be overcome by defining the role of citizens in the planning process. Generally, if options are not to be foreclosed at the problem definition stage, citizens should participate from the outset in identifying issues and goals. Citizen participation requires adherence to the proposition that every decision is a combination of factual and value elements, and that experts have no special claim to make decisions about values. Experts can help clarify issues, but when complex causal relationships are matters of controversy, citizens should have a role in making decisions. Since the expert has a decided advantage in the determination of what facts are relevant and of whether facts are in controversy, it may be desirable to provide citizens with advocate planners who can develop information from the point of view of the citizens and critically examine the facts offered by other experts, who may have industry, government agency or professional commitments that influence perceptions and value preferences.

The problem of citizen information is sometimes exaggerated. The OCC&DC workshop participants provided valuable information about natural resource problems and about their own preferences and feelings concerning what was happening in their communities. Some had strong opinions about things that

should be stopped or changed. Thus, they brought useful perspectives to the process of identifying problems and goals.

Ideally, the commission would have processed these initial ideas, evaluated them in terms of inventories and economic studies, incorporated them in policies and referred the policies to the citizens with information about the consequences of different options. The citizen might then have expressed a preference for the same policies he or she favored at the workshop, but would have had the benefit of more information about the consequences of his choice. Alternatively, the new information might have led the person to modify his or her policy views. The breadth of the commission's task, the statutory deadline and limited resources all prevented the commission from providing as much information about the consequences of its proposed policies as it would have desired. Some members were especially concerned over the lack of specification of the economic effects of proposed policies. In such circumstances it may be desirable to extend the work of the planning agency.

(4) How much influence are citizens to have in the process? Decision makers who mandate or plan citizen participation programs usually do not make explicit what degree of influence citizens should have. To do so leads to conflicts among various officials and perhaps between officials and citizens about the methods employed to involve citizens. However, when the degree of influence is left unspecified, the cards are heavily stacked against strong influence by a representative group of citizens. Participation is costly to citizens. They must acquire information, give time on a continuing basis and mobilize political influence to make sure their viewpoints are heard and taken into account. At the same time, paid staff and experienced officials can seem to be responsive without being deeply affected by influence attempts.

These factors may mean the initiation of a citizen participation program is nothing more than an invitation for officials, staff, administrators, interest groups and citizens to engage in a struggle to see whether there will be meaningful participation. Unless the issues are seen as very important to them, citizens are likely to be unwilling to engage in such a struggle. Only if other actors see participation as a high priority goal in itself or as a way of influencing the outcome in a certain direction are they likely to commit their own political resources to the fight for an effective participation program.

THE COSTS OF PARTICIPATION

A program of citizen participation that meets the criteria of representativeness and influence entails substantial costs. Critics of citizen participation often point out such costs as reasons to limit public involvement, while decision makers who mandate citizen participation may not consider the costs imposed on elected officials, administrators, planners and citizens. Separate mandates for different programs but requiring action by the same administrators, the same local elected officials or the same citizens may impose costs that are burdensome or unacceptable. For this reason, it will be useful at times to use a single public involvement structure for different programs, levels of government or agencies. In this way start-up costs can be substantially reduced. On the other hand, individuals who are called on repeatedly for participation activies may withdraw, leaving the function to those who have the time and inclination to take part. As a result representativeness may suffer, unless replacements can be found who have characteristics similar to those who drop out.

Failure to face squarely the costs and objectives of citizen participation is likely to result in frustration for the citizen, the politician who mandates participation and the planner or administrator who must try to make it succeed. If those costs are fully recognized, provision can be made for staff, money and sufficient lead-time so that participation can be effectively organized on a more representative basis. As a result, those who disagree with the policies that emerge from a policy-making process will be encouraged to focus on substantive differences or other procedural issues, but not on the inadequacies of the citizen participation program.

Failure to plan for and provide the requisite resources, activities and time to carry out a participation program may indicate a lack of commitment to participation on the part of the decision-making body or official. It may indeed represent a calculated effort to limit access to the policy-making process to those groups that are most likely to participate, even if not encouraged to do so, and to officials themselves. Since public opposition to citizen participation is politically costly to elected officials and administrators, outright rejection of citizen participation on the grounds of cost is unlikely. Rather, tight deadlines, limiting procedures and inadequate funding may be used to achieve the same result.

In assessing the citizen participation program of the OCC&DC it is important to recognize shortcomings were in part due to limitations of funding and the statutory deadline established by the authorizing legislation. Insufficient funding partially explains the slow start of the commission's work. The 1975 deadline required shortcuts in the final, often hectic months. The commission had difficulty in defining a planning program to carry out its responsibilities, which also delayed work. It is evident that some of the difficulties in implementing citizen participation arose from factors within the commission's control.

Our evaluation of citizen participation in OCC&DC has been based on two propositions: (1) Mechanisms for citizen participation should facilitate the ability of the governed to influence and hold accountable the governors; and (2) citizens who participate should reflect population preferences of the geographic area for which representation is sought. To see if the OCC&DC met these criteria we reviewed the actions taken by the commission to obtain participation, we examined the opinions of citizens and officials on the impacts of citizen participation and we analyzed the extent to which the preferences and characteristics of citizens who attended the OCC&DC workshops differed from citizens who did not attend. We reached the conclusion that the design of the OCC&DC citizen participation program did not encourage extensive or representative citizen involvement. We also analyzed the major issues in the design of public participation programs and indicated some conditions necessary for obtaining influential and representative citizen actions.

appendix A: estuaries and wetlands: a synopsis of public workshop input

A SYNOPSIS OF PUBLIC WORKSHOP INPUT

I. General Conservation and Development Policies

1. Estuaries and wetlands should be studied and managed to achieve higher productivity within their natural economic and social values.

2. Estuary resource management should strive for a balance between economic development and conservation.

3. Activities within estuarine areas must be compatible with the natural limitations of the estuary.

4. Each estuary should not be developed for every possible use; some should be reserved for one or two primary uses.

5. Estuaries should be considered primarily as food production areas with natural resource protection as first priority. (CONFLICT) Top priority should be placed on economic development in Coos Bay.

6. Comprehensive plans for all estuaries and wetlands should be developed and made flexible to respond to changing conditions.

7. Suitability of estuary and wetland areas for development and nondevelopment should be identified and regulated by policies for designated uses and construction methods.

8. One agency should prepare guidelines with the cooperation of scientists and environmentalists to designate those lands which should be protected.

9. Estuary management guidelines and use priorities should be developed for each estuary, not broad generalities to cover them all.

10. OCC&DC should sponsor estuary planning groups by providing staff and financial

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assistance for every estuary. And OCC&DC should be able to review authority over local estuary plans.

11. Development should not proceed until there is sufficient knowledge to measure its potential impact.

12. Oregon estuaries and their development should be put in order of precedence to prevent duplications of facilities.

13. Identify estuarine and wetland resources that should be developed and those which should be preserved or conserved.

14. OCC&DC should identify estuarine sanctuaries throughout the coastal zone and finance their establishment as sanctuaries through coastal zone management funds.

15. Remaining natural wetlands and fragile estuarine areas should be identified and preserved.

16. Estuaries and wetlands should be inventoried to determine those areas which are most productive.

17. Pastureland with low productivity should be inventoried to determine whether the land should be returned to a wetland condition.

18. Natural vegetation along the estuary should be protected for wildlife and maintenance of water quality.

19. The feasibility of oyster farming and other types of aquaculture should be studied.

20. Counties, port districts and OCC&DC should review proposed activities in each estuary jointly.

21. There should be regional or state control in estuaries.
(CONFLICT) Priorities should be identified by strong local land use planning with control centered at the local level aided by the expertise of state and federal personnel and guidlines.

22. The coastal economy should not be balanced upon the tourist industry (favor Oregon residents over out-of-state tourists).
(CONFLICT) Retirement and the tourist industry are valuable economic assets to the coast.

23. There should be marine extension agents to serve all coastal areas.

24. Public lands and large land ownerships should have to follow the same legal requirements and estuary guidelines as others.

25. Public education is needed for greater understanding of wetlands.

A. Compensation

1. Management tools (i.e., zoning, taxation policies and property assessment and easements) should protect private citizens as well as valuable natural resource areas and open space.

2. A compensation system should be developed for estuarine and wetland areas subject to land use restrictions.

3. Compensation should be based on measurable losses, not speculative values.
(CONFLICT) Taxes should be based on the value of restricted use.

4. Tax incentives and exemptions should be investigated as a method of keeping wetlands undeveloped or returning old, diked lands to wetlands.

5. Property which is being used to the detriment of an area should be acquired by the public and the owners compensated.

6. Federal and state restrictions on economic development should be accompanied by some type of compensation to the local area affected by the controls or the public purchase.
(CONFLICT) State agencies should have less control.

7. Special-use taxes (e.g., motels and state parks) should be utilized to help coastal residents pay for the public facilities that serve tourism.

8. Natural damage to private land adjacent to the estuary should be corrected or prevented by giving the landowner cost sharing funds.

B. Water Policies

1. Estuarine water quality should be maintained, enhanced and restored where appropriate.

2. All wastes should be controlled if

harmful to man, fish or fowl.

3. Natural water circulation and flushing should be identified, monitored and protected.

4. Direct discharge of untreated wastes into estuaries should be eliminated.

5. Solid waste and sewage disposal or lagoons should be generally discouraged.

6. Wetlands should be protected as domestic water supply resources.

7. Industrial waste disposal (chemical, wood and fish processing waters, etc.) should be regulated according to state and federal guidelines with strict and consistent enforcement.

8. Restrictions should be considered on an individual basis.

9. New subdivision and health regulations and surveillance should be enacted to control water quality problems.

a. All domestic sewage should be subjected to secondary treatment before discharge into the estuary, possibly a 1975 OCC&DC requirement (including houseboats).

b. The Department of Environmental Quality should control municipal discharge with local cooperation. (CONFLICT) Countries should regulate independently.

c. OCC&DC should require that state parks cooperate with sanitary districts in handling of sewage.

d. Area-wide sewer systems in estuarine areas should be developed.

10. Federal or state aid should be given to local areas, especially the smaller communities for waste treatment and disposal planning, financing and site location.

11. The feasibility of utilizing sewage effluent and sludge for agriculture, the need for tertiary treatment and the impact of ocean dumping should all be investigated.

12. Controls and policies for sewage effluent from boats and ships should be similar to industrial and municipal discharges. Ports should provide pumping facilities and sewer connections for emptying holding tanks.

13. Sedimentation from both natural and man-made sources should be controlled to enhance life in the estuary.

14. Watershed uses must be carefully controlled and monitored to protect wetlands, estuaries and streams from accelerated rates of sedimentation (the new Forest Practices Act should be a major tool).

15. Policies and standards of use in coastal forest lands should be based on a complete soil survey.

16. The U.S. Army Corps of Engineers should build holding dams rather than levees to stop flooding and sedimentation, generate electricity, irrigate and provide recreational opportunities.

II. Resource Development Policies

1. Limit growth to areas which are carefully studied and controlled. Move development pressure away from rivers and estuaries.

2. Encourage comprehensive planning to determine the feasibility of development and its location.

3. Estuary boundaries should be defined as:

a. back 100 feet from the water, or

b. a certain elevation above the water, or

c. a number of miles back from the water.

4. Permits should be established for areas above the mean higher high-water line to protect natural resources and to form a broad buffer zone around the estuaries.

5. One agency (possibly the port commission) should serve as a clearinghouse for all permits and permit applications.

6. A proposed use in an estuary or wetland should be allowed only if it requires an estuary location (is water related) and is proven to be necessary by resource inventory, planning or zoning.

7. The burden of proof should be with the developer by requiring a performance bond and/or an environmental impact statement with the input from all interests and long-range planning.
(CONFLICT) Development proposals should be considered on a case by case basis with a local board of appeal.

8. Design standards for waterfront properties should be established.

a. Construction should be on piling rather than fill.

b. The size and extent of boat docks should be limited according to the amount of frontage, local zoning and building codes and esthetics.

c. Waterfront development should provide semi-public access.

d. Dry storage for sport boats should be used to provide more open area on the estuary and preserve marine space for commercial boats.

e. The number and density of houseboats on waterways should be controlled.

9. Some facility development may have to occur in estuaries and wetlands, but when these outgrow their usefulness the area should be reclaimed to its natural condition.

10. There should be no building on flood plains.

11. Concentration of industry in estuaries should be eliminated. Specific areas should be designated for industrial and commercial development.

12. Industrial development in estuaries should be limited to those which are water-related and demonstrate that they will not damage the estuary.

13. Regulation of industry should be studied, especially the heavy polluters.

14. A study should be made of the Columbia River estuary (i.e., biologic, hydrologic, economic, physical and chemical factors) with special attention to Port of Astoria expansion and spoil disposal plans, the AMAX aluminum plant, log storage and siltation.

A. Dredge and Fill

1. Potential fill and removal areas and remedial programs should be identified to maintain or enhance (biologically and/or economically) each estuary. These plans should include:

a. potential dredge spoil sites and management plans which encourage dry-land storage, prevent reduction of the tidal prism and protect highly productive areas;

b. requirement of cost-benefit analysis;

c. examination of environmental impact (burden of proof on the developer);

d. continuance of minor fills (50 cubic yards);

e. interim maintenance dredging at existing level with an economically feasible disposal requirement;

f. requirement of local and state approval and/or OCC&DC permit review authority; and

g. same planning requirements and public disclosure for state and federal projects as applied to private projects (e.g. , the Siletz Highway Bridge fill).

2. Spoils management policies should be developed for estuaries, possibly with a strong effort from the federal government (i.e., the U.S. Army Corps of Engineers).

3. Dredging, filling or draining of estuaries and wetlands without demonstrated public benefit should be discouraged and prevented by strict controls.
(CONFLICT) There should be no additional fills allowed in estuaries or wetlands.
(CONFLICT) Dredging should continue. It is a practical and economic necessity, but the disposal is a problem.
(CONFLICT) Filling or draining of wetlands should be decided on a case by case basis with the local board of appeal.

4. Funding for dredging should come from the state as well as from federal and local sources.

5. Programs for estuarine restoration (e.g., Tillamook and Siletz Bay) should be considered.

6. If fill or diking of wetlands is absolutely necessary, other areas should be restored or acquired on an equal basis.

7. Dredging spoils should be dumped in deep ocean waters.
(CONFLICT)Offshore disposal is not acceptable.

8. Alternatives to offshore dumping should be studied (e.g., use of dredge and sewage as topsoil, sumping, creation of islands for wildlife habitat, etc.)

9. Controlled gravel removal may be desirable and should be studied, though strict regulation is needed.

B. Navigation and Related Activities Policies

1. OCC&DC should study and encourage potential deep water ports on a coast-wide basis.

2. Commercial shipping should not be accommodated in every estuary.

3. Port planning should avoid ineffective scattering of capital resources.

4. There should be an effort to improve major bays for coastal shipping and barge traffic.

5. The economic impact of deep water ports should be investigated.

6. The impact of log storage and water-sited mills should be studied.

7. Continued log storage in estuaries is an economic necessity.
(CONFLICT) Whenever possible cold deck storage of logs should be used in preference to water storage with the eventual goal of phasing out log storage in estuaries.

8. Studies of log storage needs should determine if water log storage is best or whether alternative measures should be encouraged.

appendix B: a comparison of the opinions of participants, nonparticipants and commissioners on Likert scale items

Attitudes	Participants			Nonparticipants		
	Agree	Disagree	No Opinion	Agree	Disagree	No Opinion
1. Conserving natural resources is not in the long-term best interests of the coast in an economic sense.	15.0	83.5	1.4	19.1	78.3	2.6
2. The participation of individuals in local planning efforts can have an important effect on shaping a land-use plan for this community.	98.6	1.4	-	87.2	11.9	0.9
3. People who own land which is needed for the breeding and feeding of fish and wildlife should be prevented from altering that environment.	55.4	40.5	4.1	48.6	41.8	9.6
4. Often, the interests of coastal residents are ignored in favor of the interests of valley residents.	68.1	25.0	6.9	60.6	30.1	9.3
5. The community has a real interest in the uses people make of their land.	93.2	6.8	-	31.0	65.1	3.9
6. Attracting new industry should be a top priority of any planning done for this area.	47.3	48.6	4.1	61.3	37.4	1.3

Table B.1 Attitudes of participants and nonparticipants regarding natural resources and the future of the coast.

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Attitude	Participants			Nonparticipants		
	Agree	Disagree	No Opinion	Agree	Disagree	No Opinion
7. People who maintain land as a wildlife refuge habitat should be paid because they cannot use the land for other purposes.	56.9	40.3	2.8	58.7	34.8	6.5
8. A person in my situation could spend one evening a month helping to develop a good plan for this area.	89.2	9.5	1.4	65.3	31.8	3.0
9. In general, tourists seem to regard the coast only as a playground.	70.3	27.1	2.7	79.7	19.1	1.3
10. Greater restrictions on the ways in which industries and other developers use land and water on the coast would not improve life in this community.	27.8	69.4	2.8	33.2	57.6	9.2
11. Planning should be left up to planners because they have much more knowledge than the ordinary person.	9.7	88.9	1.4	23.3	73.7	3.0
12. Preserving natural resources for long-term use is in the best interests of the coast and should be preferred over other kinds of economic development.	59.7	34.7	5.6	73.7	21.0	5.3
13. People in the valley seem to understand the needs of people on the coast.	32.9	60.0	7.1	20.0	71.1	8.9

Table B.1 (continued)

Attitude	Participants			Nonparticipants		
	Agree	Disagree	No Opinion	Agree	Disagree	No Opinion
14. The conservation of agricultural land is not of major importance to the future of this area.	13.7	86.3	-	25.1	72.3	2.6
15. Property owners should be prevented from destroying wildlife habitats on their land only if the public pays them for leaving it in its natural state.	45.2	47.9	6.8	49.4	43.2	7.4
16. Regulation of the use of natural resources will not be beneficial to the economy of this community.	12.2	87.8	-	22.7	74.2	3.0
17. Planning should be left to the planners because the people of this community could never agree on what kind of plan they wanted even if they were consulted.	9.5	89.2	1.4	23.2	73.8	3.0
18. There have been so many people polluting streams that the fish are threatened in many areas.	57.5	41.1	1.4	73.6	21.6	4.8
19. The first responsibility of those planning for the coast should be to maintain its natural resources as much as possible in an unspoiled state.	65.8	31.5	2.7	81.9	13.5	4.6

Table B.1 (continued)

Attitude	Participants			Nonparticipants		
	Agree	Disagree	No Opinion	Agree	Disagree	No Opinion
20. People who own land which is a fish and wildlife habitat have a responsibility to maintain the habitat for the public welfare.	47.2	50.0	1.4	65 8	29.5	4.7
21. Any natural resource plan for the coast should give first attention to the possibility for its economic development.	48.0	50.6	1.4	65.8	29.5	4.7
22. The management of wildlife is not very important to me personally.	16.4	83.6	-	10.8	89.2	-
23. Attracting new industry is necessary to the future of this community.	62.2	33.8	4.1	68.5	27.2	4.3
24. People who own or use land have a responsibility to ensure that the way they use their land does not harm the environment.	89.0	9.6	1.4	88.2	10.5	1.3
25. Careful management of natural resources on the coast will be a source of economic prosperity in the future.	91.9	8.1	-	93.7	6.3	-
26. Industry has been a danger to the environment on the coast.	53.4	41.1	5.5	42.3	50.0	7.7

Table B.1 (continued)

Opinion	N	Agree	Disagree	No Opinion
1. Conserving natural resources is not in the long-term best interests of the coast in an economic sense.	29	14%	86%	-
2. The participation of individuals in local planning efforts can have an important effect on shaping a land-use plan for this community.	28	100%	-	-
3. People who own land which is needed for the breeding and feeding of fish and wildlife should be prevented from altering that environment.	23	44%	52%	4%
*4. Often, the interests of coastal residents are ignored in favor of the interests of valley residents.	28	64%	32%	4%
5. The community has a real interest in the uses people make of their land.	29	93%	7%	-
6. Attracting new industry should be a top priority of any planning done for this area.	28	61%	32%	7%
7. People who maintain land as a wildlife habitat should be paid because they cannot use the land for other purposes.	29	72%	21%	7%
8. The average citizen in this area could spend one evening a month helping to develop a good plan for this community.	29	86%	14%	-
*9. In general, tourists seem to regard the coast only as a playground.	29	55%	45%	-

Table B.2 OCC&DC Commissioners' opinions regarding natural resources and the future of the coast.

	Opinion	N	Agree	Disagree	No Opinion
10.	Greater restriction on the ways in which industries and other developers use land and water on the coast would not improve life in this community.	25	20%	76%	4%
11.	Planning should be left up to planners because they have much more knowledge than the ordinary person.	28	7%	93%	-
12.	Preserving natural resources for long-term use is in the best interests of the coast and should be preferred over other kinds of economic development.	28	50%	46%	4%
13.	People in the valley seem to understand the needs of people on the coast.	29	24%	76%	-
14.	The conservation of agricultural land is not of major importance to the future of this area.	29	21%	76%	3%
*15.	Property owners should be prevented from destroying wildlife habitats on their land only if the public pays them for leaving it in its natural state.	28	61%	39%	-
16.	Regulation of the use of natural resources will not be beneficial to the economy of this community.	29	-	100%	-
17.	Planning should be left to the planners because the people of this community could never agree on what kind of plan they wanted even if they were consulted.	28	11%	89%	-
*18.	There have been so many people polluting streams that the fish are threatened in many areas.	29	41%	55%	3%

Table B.2 (continued)

	Opinion	N	Agree	Disagree	No Opinion
19.	The first responsibility of those planning for the coast should be to maintain its natural resources as much as possible in an unspoiled state.	25	40%	60%	-
*20.	People who own land which is a fish and wildlife habitat have a responsibility to maintain the habitat for the public welfare.	27	30%	67%	4%
*21.	Any natural resource plan for the coast should give first attention to the possibility for its economic development.	26	54%	42%	4%
22.	The management of wildlife is not very important to me personally.	29	17%	83%	-
23.	Attracting new industry is necessary to the future of this community.	29	76%	21%	3%
24.	People who own or use land have a responsibility to ensure that the way they use their land does not harm the environment.	27	89%	7%	4%
25.	Careful management of natural resources on the coast will be a source of economic prosperity in the future.	28	96%	4%	-
26.	Industry has been a danger to the environment on the coast.	25	60%	36%	4%

Table B.2 (continued)

*Majority of appointed commissioners (four or more) held opinions contrary to majority of elected commissioners (13 or more).